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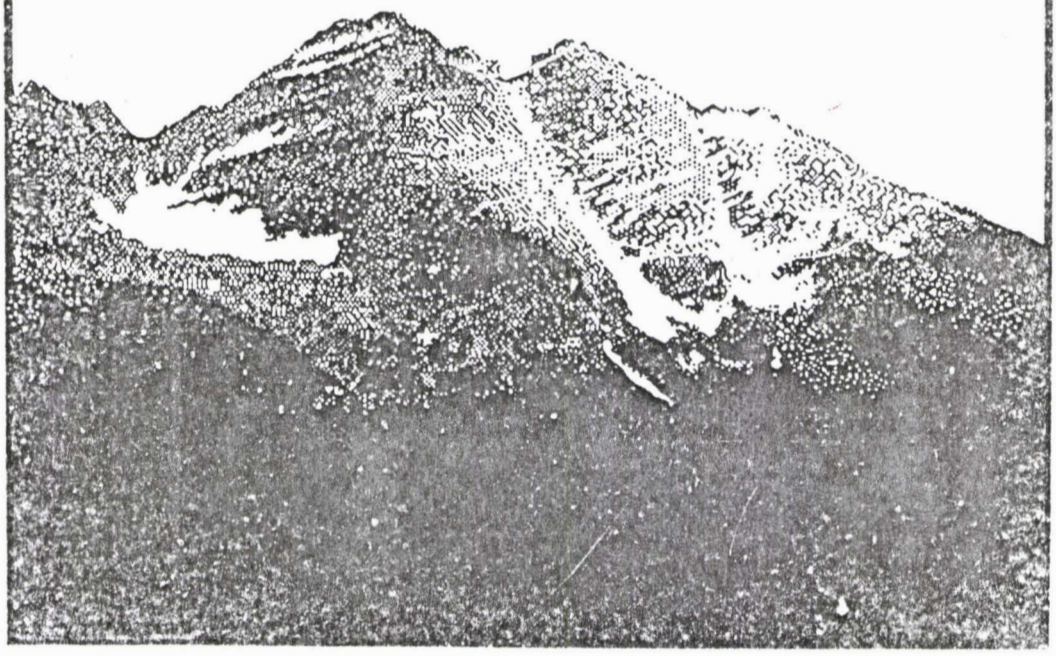
BOOTH

LIMITS OF ACCEPTABLE CHANGE ACTION PLAN PROCESS

OLYMPIC NATIONAL FOREST



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Executive Summary

Limits of Acceptable Change Action Plan Process Olympic National Forest Wildernesses

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This paper presents an action plan for implementation of the Limits of Acceptable Change (LAC) Process on the Olympic National Forest (ONF) Wildernesses. Completion of the LAC process as proposed in this paper would lead to development of Wilderness Implementation Schedules which would itemize and prioritize management actions needed to maintain high quality wildernesses.

Implementation of the LAC process is being proposed at this time due to increasing wilderness recreation use, increasing local population, and concerns by managers and the public regarding resource impacts.

The paper defines LAC, provides background on the Peninsula Wildernesses, summarizes the direction for using the LAC process in wilderness management planning, briefly reviews the literature perused in preparation of the action plan, describes the process leading to the action plan, and presents the action plan for the Olympic National Forest. The conclusion provides insights into how to initiate LAC and how it may be accomplished on the ONF.

Information used in development of the plan came from literature, personal conversations, and a series of meetings including two with a public/interagency task force. Literature references ranged from information on wilderness management, LAC, carrying capacity, and visitor perceptions to planning techniques, public involvement, and meeting management. Personal contacts with forests that had used LAC provided perspective on the ways to adapt the process to different situations. The public/interagency meetings also helped to adapt the process to the Olympic Peninsula. Internal meetings provided Forest direction on the development of the action plan.

The final result is an action plan which outlines tasks and responsibilities for the coming year with a completion date for Wilderness Implementation Schedules in May 1990. This timeline coincides with Olympic National Park's (ONP) current schedule for completion of their backcountry management plan. Because of the proximity of ONF and ONP wildernesses, every effort would be made to coordinate throughout the respective agencies' processes.

A transactive planning style would be used with the LAC process. More specifically, a final public/interagency task force would be developed using members who represent the issues and concerns of the area. In addition, a core team composed of Forest Service representatives would be assembled. The core team would use task force input to draft each step of the process. So, the task force would be used for initial ideas on each step, for review of the core team's draft of each step, and for subcommittees in gathering information and monitoring. The core team with task force input would make recommendations to the Forest Leadership Team.

Successful implementation of the action plan will be dependent upon efficient meeting management, effective use of the task force, and use of alternative funding methods to accomplish tasks.

Region 6
Olympic National Forest

Limits of Acceptable Change Action Plan Process Olympic National Forest Wildernesses

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Limits of Acceptable Change Action Plan Process Olympic National Forest Wildernesses

Abstract

In 1984, the Washington Wilderness Act placed five wildernesses on the Olympic National Forest under the National Wilderness Preservation System. This paper presents an action plan to initiate the Limits of Acceptable Change (LAC) process for developing Wilderness Implementation Schedules on the Olympic National Forest (ONF). The action plan was developed through a series of Forest Service, Park Service, and two public/interagency task force meetings. Agency and Forest direction provides a baseline for implementation of the process. A transactive planning approach for development of the Action Plan was supported by the Forest Leadership Team. The final result is an action plan which outline tasks and responsibilities for the coming year with a completion date for Wilderness Implementation Schedules in May, 1990. Successful implementation of the action plan will be dependent upon effective meeting management and use of alternative funding methods to accomplish tasks.

Others who might find this report useful: Recreation managers who have responsibility for wilderness or other recreation areas which are or may soon be receiving high use with associated resource impacts. This report may also be usefull to managers interested in application of the transactive planning approach in developing resource management plans.

Key words: wilderness, Limits of Acceptable Change, transactive planning.

Limits of Acceptable Change
Action Plan Process
Olympic National Forest Wildernesses

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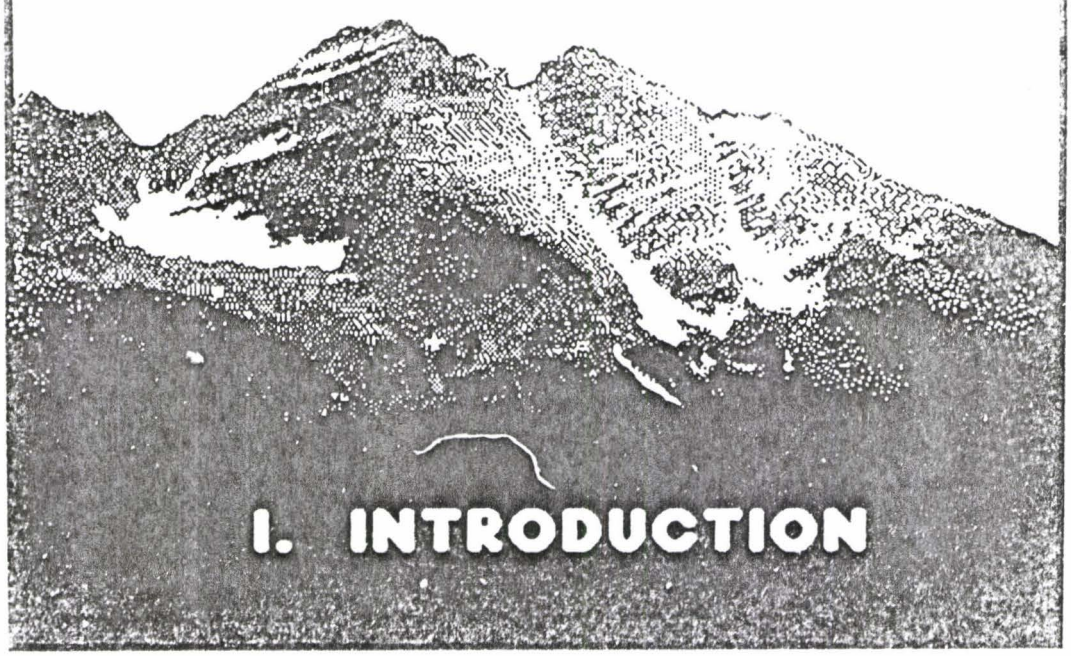
"National Forests exist today because the people want them. To make them accomplish the most good, the people themselves must make clear how they want them run."

Gifford Pinchot



I. INTRODUCTION

I. Introduction

A. Purpose

The purpose of this paper is to present an action plan for implementing the Limits of Acceptable Change (LAC) process on the Olympic National Forest (ONF) Wildernesses. Because some direction is contained in the Forest Service Manual and the Draft Forest Plan, monitoring of some resource indicators such as amount of bare ground could begin this summer. However, some issues specific to ONF will take time to resolve, and in these cases the action plan will initiate resolution processes.

Completion of the LAC process as proposed in this paper would lead to development of Wilderness Implementation Schedules. Such schedules would itemize and prioritize management actions needed to maintain high quality wildernesses.

Implementation of the LAC process is being proposed at this time due to increasing wilderness recreation use, increasing local population and concerns by managers and the public regarding resource impacts.

B. Procedure

A series of meetings were held in development of this plan. The key meeting was an initial public/interagency task force meeting to scope issues and determine information needed to begin the process.

This paper would be used and likely updated by the task force. Portions of this action plan may also be used by district wilderness rangers in inventory and monitoring activities.

This paper defines LAC, provides background on the Peninsula Wildernesses, summarizes the direction for using the LAC process in wilderness management planning, briefly reviews the literature perused in preparation of the action plan, describes the process leading to the action plan, and presents the action plan for Olympic National Forest. The conclusion provides insights into how to initiate LAC and how it may be accomplished on ONF. The appendix provides supporting information.

C. LAC Defined

The Limits of Acceptable Change (LAC) process was developed in response to many managers' need for a means to cope with increasing demands on recreation areas in a visible, logical fashion. It represents a reformulation of the recreation carrying capacity concept, with the primary emphasis now on the natural conditions desired in the area rather than on how much use an area can tolerate. The process requires deciding what kind of wilderness conditions are acceptable, then prescribing actions to protect or achieve those conditions. (9)

The nine LAC steps are listed below. Following the list, four important terms are defined.

Step 1: Identify area concerns and issues.
Step 2: Define and describe opportunity classes.
Step 3: Select indicators of resource and social conditions.
Step 4: Inventory resource and social conditions.
Step 5: Specify standards for resource and social indicators.
Step 6: Identify alternative opportunity class allocations.
Step 7: Identify management actions for each alternative.
Step 8: Evaluate and select an alternative.
Step 9: Implement actions and monitor conditions.

Concerns/issues: Public issues and management concerns* relate to (1) distinctive features and characteristics of the wilderness system and (2) the relationship of the individual area to other units of the wilderness system and to nonwilderness areas offering primitive recreation opportunities.

Opportunity class: A qualitative description of the kinds of resource and social conditions acceptable for that class and the type of management activity considered appropriate. They are a hypothetical description of the range of conditions that managers consider likely to be maintained or restored in an area.

Factors: A broad category of issues or concerns such as campsite conditions or campsite solitude.

Indicators of conditions: One or more variables used singly or in combination taken as indicative of the condition of the overall opportunity class condition. Indicators should be capable of being measured in cost effective ways at acceptable levels of accuracy. An example would be the square feet of bare ground in a campsite.

Standards for indicators: Quantitative or highly specific measures assigned to indicators. For example, 500-square-feet of bare ground in a campsite in a primitive recreation opportunity class area.

* The terms issues and concerns are used interchangeably throughout this report irregardless of whether the public or management surfaced the topic.

D. Background

In 1984, Congress passed the Washington Wilderness Act which designated five wildernesses on Olympic National Forest. Fourteen percent of the 631,514-acre Olympic National Forest was classified wilderness. The five wildernesses are listed below:

Wilderness	Acres
Buckhorn	44,258
Colonel Bob	11,961
Mt. Skokomish	13,015
The Brothers	16,412
Wonder Mountain	2,349
Total	87,995

Olympic National Forest Wildernesses abut the 901,800-acre Olympic National Park (ONP). In November 1988, Congress placed 876,669 acres of ONP in the National Wilderness Preservation System. Park personnel are currently updating ONP's backcountry management plan using the LAC process.

The Wildernesses are within two to three hours driving time for most of the 2.7 million residents of the lower Puget Sound area (Kitsap, King, Mason, Pierce, Snohomish, and Thurston Counties). The population in these counties has grown nearly 15 percent in the past eight years, with all counties showing an increase. (10)

Olympic Peninsula counties' population trends vary more than the Puget Sound counties. The population in Grays Harbor County in the southwest corner of the peninsula has declined five percent in the past eight years; Clallam County along the north third of the peninsula has increased 5 percent; and Jefferson County's population primarily in the northeast corner (closest to Puget Sound counties) has grown 16 percent. In 1988, the combined Peninsula county populations was 137,200. (10)

Olympic National Park data indicates that about 70 percent of the visitors are from western Washington. Another nearly 10 per cent are from western states. An even higher percentage of the ONF visitors are from western Washington. A sample of trail registers from the Buckhorn Wilderness shows that 93 percent of the visitors are from western Washington and another 2 percent from Washington State.

Use information for the ONF Wildernesses shows a 35 per cent increase in visitation from 1986 to 1988. Pre-wilderness designation and post-designation figures are either not available or not comparable due to inconsistencies in data collection and manipulation. However, ONF wilderness rangers perceived an increase in use the two years following wilderness designation.

Olympic National Park overnight backcountry use peaked in the late 1970's and has been gradually declining. A few areas show increases while most areas show decreases. Day use information is not gathered so no trend information is available for changing uses.

Olympic National Forest use data show a much greater rate of increase in use than the National averages. An analysis of use of the National Forest component of the National Wilderness Preservation System reported a four per cent annual rate of growth in use since passage of the 1964 Wilderness Act, with fast growth early in this period and slower growth more recently. (6)

Use information is summarized below:

Olympic National Forest and Olympic National Park Use and Capacity

	ONP	ONF
1986	73,961 visits	84,800 RVD's*
1988	83,497 visits	114,700 RVD's
percent increase	14 %	35 %

* A recreational visitor day (RVD) is twelve visitor hours, which may be aggregated continuously, intermittently, or simultaneously by one or more persons.

E. Direction

Management of wilderness must be within the framework of existing laws, regulations and policies. Excerpts from these are summarized below. This section provides reference and background for task force members, managers and the public in implementing the LAC process.

Also included is one excerpt of philosophical direction: wilderness management is not just a set of rules to implement; it also involves a frame of mind and an understanding of why wildernesses have been designated.

Wilderness Act of 1964 (P.L. 88-577)

(Wildernesses) "...shall be administered for the use and enjoyment of the American People in such a manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character..." (section 2a)

National Forest Management Act of 1976 (P.L. 94-588)

"In developing, maintaining, and revising plans for units of the National Forest System pursuant to this section, the Secretary shall assure that such plans -- (1) provide for multiple use and sustained yield of the products and services obtained therefrom... and, in particular, include coordination of outdoor recreation, range, timber, watershed, wildlife and fish, and wilderness;..." (section 6e)

Department of Agriculture Regulations (36 CFR 219)

"...Provide for limiting and distributing visitor use of specific portions in accord with periodic estimates of the maximum levels of use that allow natural processes to operate fully and that do not impair the values for which wilderness areas were created..." (section 219.18(a))

Forest Service Manual 2322.03, Region 6 supplement

"...monitor LAC for all resources/values including recreation, soil, vegetation, water, fish and wildlife, and air quality.

Draft Environmental Impact Statement, Proposed Land and Resource Management Plan, Olympic National Forest
(final tentatively scheduled for release in 1990)

"The Wildernesses within the Olympic National Forest will be managed under a nondegradation policy, which recognizes that in an existing Wilderness one can find a variety of natural and social settings. These range from the most pristine to those where naturalness and opportunities for solitude have been significantly diminished by established uses. It is the intent of this policy to assure that appropriate diversity and existing wilderness character are maintained. It is further intended that all of the most pristine areas will not be reduced to the minimum, acceptable standard of naturalness simply to disperse and accommodate more use." (section III-128)

Draft Proposed Land and Resource Management Plan, Olympic National Forest, revision as recommended by Forest Assistant Recreation Staff

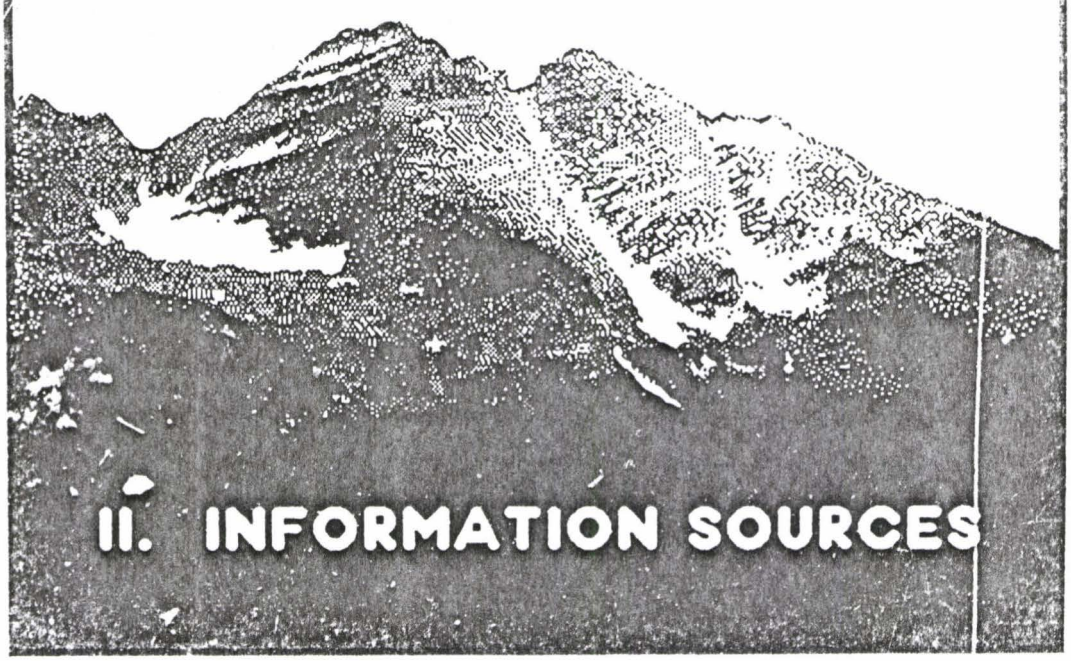
"Goal: To preserve and protect in perpetuity the primeval character and influence of the Wilderness. The area's naturalness and opportunities for solitude, challenge, risk, and inspiration will be key features. Opportunities for recreational, scenic, scientific, educational, conservation and historical uses will be consistent with Wilderness values. Wilderness Implementation Plans that provide management direction aimed at meeting the Desired Future Condition will be developed for each area. The Limits of Acceptable Change (LAC) system will be part of the Implementation Plan that will be used for establishing acceptable and appropriate resource, social and managerial conditions in Wilderness settings." (IV - 65)

Henry David Thoreau, Walking 1862

"At the same time that we are earnest to explore and learn all things, we require that all things be mysterious and unexplorable, that land and sea be infinitely wild, unsurveyed, and unfathomable by us because unfathomable. We can never have enough of nature... We need to witness our own limits transgressed, and some life pasturing freely where we never wander... In wildness is the preservation of the world."

"It is better to know some of the questions than all of the answers."

James Thurber



II. INFORMATION SOURCES

II. Information Sources

This section summarizes the literature search and acknowledges persons helpful in development of this plan. In general, the questions changed during development of this action plan. Initial literature searches emphasized technical aspects while later information gathering centered on planning, public involvement, and meeting management.

A. Literature

The initial literature searches focused on these subjects: LAC, carrying capacity, visitor use/perceptions, wilderness, and recreation use of wilderness. Numerous pieces of literature were ordered by accessing FS_INFO through the Mt. Baker Snoqualmie National Forest. FS_INFO is a Forest Service information network with a database that provides access to scientific and technical literature related to the Forest Service mission of "Caring for the land and serving people." In addition, a large quantity of literature was ordered from the Intermountain Research Station Wilderness Management Research Unit. Through the Regional Office, two Utah State Forest Service Recreation Short Course project papers were obtained. One of which was very helpful in format and content. (5)

The most beneficial document was General Technical Report INT-176 "The Limits of Acceptable Change (LAC) System for Wilderness Planning," by George Stankey, Robert Lucas, Margaret Peterson, and Sidney Frissell (1985).(9) Much of the literature received dealt with specific aspects of the LAC process such as inventory systems, impact measurement techniques, and techniques for managing use. Some of this information can be used by the task force in detailed implementation of the LAC process. Those documents which may be useful in the process will be kept on file at the Quilcene Ranger District Office for task force reference.

About half way through the literature review process, it was realized that information on planning techniques, working with the public, and managing meetings was needed. "The Rational Manager - A Systematic Approach to Problem Solving and Decision Making (Charles H. Kepner and Benjamin B. Tregoe, 1965), "How to Make Meetings Work" (Michael Doyle and David Straus, 1983), and articles on transactive planning (1,2,3,4,11,12) were very helpful in this area.

B. Acknowledgements

Persons with the most profound influence on this paper are listed below. Others who assisted in meetings are mentioned in the meeting minutes in the appendix.

Joseph Ashor, Park Ranger/Recreation Planner, Bureau of Land Management, Dillon, Montana.

Paul Crawford, Olympic National Park Resource Management Specialist, provided ONP planning and trend information.

Ken Eldredge, Olympic National Forest Assistant Forest Staff, provided overall direction and review. In addition, Ken prepared the graphics for this report.

Anne Fege, Forest Service Washington Office Wilderness Manager, suggested people to call who were involved in the LAC process.

Judy Fraser, Wenatchee National Forest Alpine Lakes Wilderness Manager offered assistance in inventory and monitoring techniques.

Margaret Petersen, Region 6 Trails and Special Areas Coordinator, recommended use of regional manual direction as a baseline alternative.

Lloyd Reesman, Flathead National Forest Recreation Staff, stressed the benefits of transactive planning.

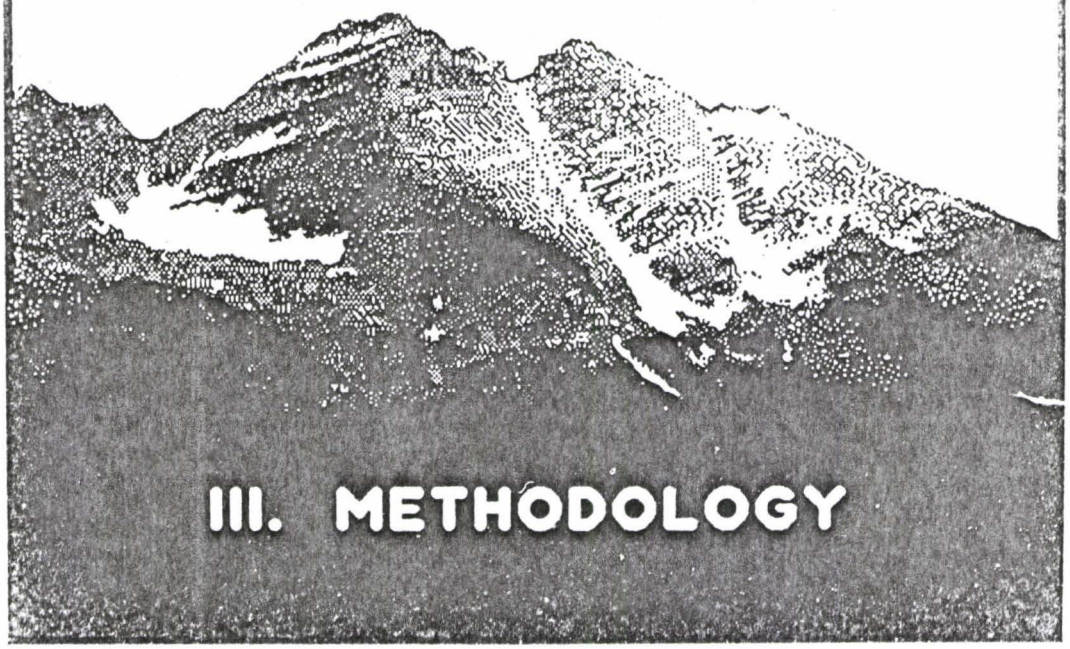
John Phipps, Olympic National Forest Deputy Forest Supervisor, discussed and provided references on meeting management.

The following people reviewed this plan and provided comments which have been incorporated:

Dennis Boyd, Backcountry Horsemen of Washington, Peninsula Chapter
Dave Brittell, Washington Department of Wildlife
Ken Eldredge, Olympic National Forest
Pete Erben, Olympic National Forest, Quinault Ranger District
Jerry Gorsline, Washington Native Plant Society
Gina McKlellan, PRTM Department, CLemson University
Janet Michaels, Olympic National Forest
Ruth Scott, Olympic National Park
Kathleen Snow, District Ranger, Quilcene Ranger District
Al Wagar, University of Washington

"It is a bad plan that admits no modification."

Publilius Syrus



III. METHODOLOGY

III. Methodology

A. Introduction

The action plan in the next chapter evolved from literature review, four meetings, and discussions with Forest Service and Park Service personnel. Use of literature was discussed in the previous chapter. This chapter summarizes the meetings and some of the key discussions. The appendix contains the meetings' minutes.

B. Forest Recreation Meeting

On November 9, 1989, District Recreation Managers met to discuss implementation of LAC on the ONF Wildernesses. They reviewed the prospectus and the project proponent emphasized the Forest Supervisor direction to include recreation and other resource impacts during the ONF process. The discussion centered primarily on the level of public involvement which became the basis for alternatives which were later presented to the Forest Leadership Team.

C. Forest Leadership Team Meeting

Three alternatives for public and agency involvement were presented to the Forest Management Team on December 20, 1989:

Alternative 1:	Only ONF personnel on the LAC planning team with public comment on the final product.
Alternative 2:	Only Forest Service personnel on the LAC planning team with public involved at three stages. (rational planning approach)
Alternative 3:	Forest Service, public, and other agency personnel on the the LAC planning team. (transactive planning approach)

A form of the K-T process (4) was used to show that Alternative 3 was the preferred. However, the advantages of a transactive planning approach were primarily espoused. Some of the advantages of transactive planning which were presented follow. Because resource planning is a political as well as a technical process, a task force should be comprised of managers, researchers, and citizens. Although technical skills are needed, they must be coupled with a level of political competence that insures understanding of various interest groups and their beliefs and values.(8) The end result becomes a course of action that is scientifically, politically, and administratively justified, supportable and defensible. (1)

Discussions also focused on how the LAC process was similar to the National Environmental Policy Act (NEPA) process and that the process directs the level of public involvement and task force composition. Following this discussion it became obvious to the Forest Leadership Team that the transactive planning approach was the preferred.

The result of the December meeting discussions were that we would have public involvement (Alternative 3). In addition, it was suggested that an initial task force meeting be scheduled in early January to start the process and get public/other agency suggestions on the action plan.

D. Task Force Meetings

The current task force is composed of one representative each from Olympic National Forest, University of Washington, Olympic National Park, Washington Department of Wildlife, Backcountry Horsemen, Washington Native Plant Society, and The Mountaineers. These organizations were selected based on current knowledge of the major issues in management of ONF Wildernesses. Composition of the task force may change over time.

At the initial task force meeting on January 12, 1989, potential issues for ONF Wildernesses were brainstormed. The task force also outlined some information needs and assigned responsibilities for locating the data. In brief, they felt that the spring and summer should be used for collecting baseline information and that the task force should reconvene in the fall.

A second meeting with the task force was held March 13, 1989 to complete the action plan in preparation for its presentation to the Forest Leadership Team. Major discussion areas included final task force representation, general public input, task force responsibilities, and the action item responsibilities/timeframes chart. The primary results of the meeting are twofold. (1) An additional task force member would be recruited to represent the hunter/fisherman/trapper interests; general public input would be solicited using a letter informing people of the LAC process, current concerns, and task force representatives. This letter would be sent to Draft Forest Plan respondents who commented on wilderness and related issues. (2) Task force responsibilities are described in section IV. A. Action Plan Implementation Proposal and in section IV. C. Summary of Actions.

E. Regional Direction

Upon the author's request for ideas, Margaret Peterson, Region 6 Trails and Special Areas Coordinator, suggested that Forest Service Manual and Draft Forest Plan information be used for the common issues. By doing that, time can be saved by beginning to monitor the indicators for which Region 6 standards have been developed. The Region 6 standards are preliminary guidelines and can be adapted and modified for ONF as the process progresses.

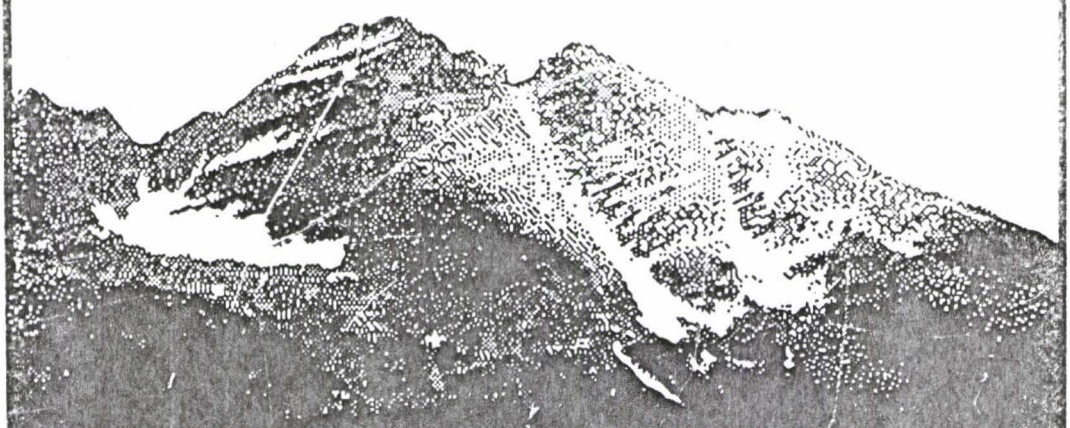
F. Olympic National Park Meeting

In January and February, ONF and ONP personnel met to discuss areas of potential cooperation. Currently, it appears that the agencies will follow similar timelines for implementing LAC. To facilitate cooperation, each agency will keep the other informed of developments and planning meetings.

The agencies agreed to pursue consistent standards and regulations, provided they meet the repective agencies' wilderness policies. In addition, similar terminology would be used as much as possible. (see Appendix F.)

"It (LAC) must not be used to simply zone wilderness so that lower standards can be justified for some areas. Nor must it be used to allow uncontrolled increases in wilderness use or degradation in the name of special conditions or problems. Rather, it should be a technique that recognizes special conditions and helps us maintain a high quality of wilderness even when conditions vary within a given area."

Roy Feuchter



IV. ACTION PLAN IMPLEMENTATION PROPOSAL

IV. Action Plan Implementation Proposal

A. Introduction

Forest Service Manual and Draft Forest Plan documents contain LAC implementation direction for common concerns. This direction will save the Forest from having to start from scratch. However, some concerns are specific to ONF and resolution of these will be emphasized. Therefore, this action plan summarizes two kinds of activities: 1.) those concerns that have indicators which could be monitored this summer, and 2) those concerns for which indicators and standards need to be developed.

Because concerns are at different stages of resolution, the action plan is organized by the LAC steps. In general, current information available for completion of each step is listed first and action recommended for items needing work are then discussed. Also, references for implementing some steps are included. A chronological list of specific action items is listed at the end of this section. This proposal was supported by Forest Management Team members on April 18, 1989.

The task force would follow the LAC steps using the given information (Forest Service Manual and Draft Forest Plan) as baseline data. It is important to keep in mind that the task force would recommend actions; it would not be a decision-making body. The Forest Leadership Team would be informed after each step. In addition, managers would be asked to each participate in at least one task force meeting

The Forest would designate one coordinator to follow through the process. This coordinator would be a Forest Service employee. A small interdisciplinary core team composed of one representative per district would draft each step of the process. The interagency/public task force would be used in three primary areas:

1. Brainstorm ideas prior to the ONF core team drafting the step.
2. Review and refine the draft of each step.
3. Assist on subcommittees as needed to complete steps.

B. Implementation Proposal

Step 1: Area Concerns

This section describes concerns as perceived by the task force which lead to information needs and action items. Some concerns discussed are outside the scope of LAC and will be identified along with where they can be addressed. Ideas for management actions also surfaced. Those will be mentioned here for future reference. Further refinement of concerns may occur this year using public input. Minutes from the meeting where concerns were discussed are in the appendix.

These concerns were reviewed by Forest Recreation Managers and their comments have been incorporated.

1. User Competition and Needs

Concern

User competition concerns arise when more than one kind of user vies for the same setting. Currently, horse use is increasing. However, very few complaints from hikers about horse use have been received. No other conflicts in differing uses are known. Mechanized equipment including motorized vehicles, mountain bicycles and hang gliders are already excluded by law.

Needs of all users should be addressed. Users range from hikers to stock users to hunters, trappers, and fishermen. Interest in guide permits is increasing. Two hiker/climber guides have been operating under permit the past two summers. Inquiries for information on guide permit application procedures have increased.

Forest Recreation Managers are concerned that they develop an understanding of users' concerns. Participating with users while they are recreating can help develop an understanding of their needs.

Information Needs

The public would be informed through news releases of the ONF LAC process. Also, the Forest Plan mailing list would be used to sort publics interested in wilderness and similar areas. Letters would be mailed to those people informing them of the LAC process and requesting their ideas. The task force list in the appendix of potential users and techniques for contacting them would also be used in this step.

2. Sensitive Species

Concern

This concern involves maintaining populations of rare, sensitive, threatened, and endangered plant and animal species.

Information Needs

The Washington Department of Wildlife would provide lists of known existing animal species this spring.

The Department of Natural Resources Natural Heritage group and independent authorities have information on the sensitive, threatened, endangered, rare, and endemic plants. The Washington Native Plant Society would collect and provide this information.

Outside scope of this plan

Distribution of Research Natural Areas was discussed as a concern by the task force. This distribution will be addressed in the Forest Plan. However, the task force can recommend RNAs and suggest protection and interpretation techniques.

3. Exotic species

Concern

Past, present or future introduction of plants, fish or wildlife is a major concern. Non-native vegetation has been and could continue to be introduced by stock users. Fish stocking continues but must be according to manual direction. Such stocking will need to be evaluated for impacts. The primary concern in this category is the introduced mountain goat and its impact on rare plants and fragile habitat.

Sportsmen introduced mountain goats to the Olympic Peninsula in the 1920's. The goat population on the Peninsula is estimated at 1,200, with approximately 200 in ONF Wildernesses. Olympic National Park is implementing a management plan to control the mountain goat population in the Park.

Information Needs

Native Plant Society members would inventory and locate exotic plant species this summer.

District Wilderness Rangers would monitor public use at stocked lakes this summer.

ONF Biologists and Ecologists will work with District personnel to recommend a course of action for ONF in dealing with the mountain goat/endemic plant issue. One purpose would be to determine to what extent ONP information could be correlated to the ONF situation. This summer's work would be used to set the stage for what is needed and would help in requesting Forest Service or cooperating funding.

4. Facilities

Concern

Location and maintenance of facilities such as trailheads, toilets, shelters, stock hitching posts, and trails is a common concern. Design of these items are regulated by manual direction or law. That information would be used in the process. Location and level of development of facilities would need to be addressed in the opportunity class descriptions and more specifically during opportunity class allocations.

5. Education/Information/Interpretation

Concern

This concern involves how to initiate and maintain ongoing public involvement. It also includes how to inform, educate and provide interpretive facilities for the public.

Information Needs

The public involvement process would begin this spring by scoping concerns and needs. Next fall and winter the task force would identify management actions for public involvement/education/interpretation during and following the process. Interpretation can be used as a management aid and to enhance visitor experiences.

6. Special Considerations/Adjacent Areas

This category became a bit of a hodgepodge of ideas which related to some basic information and coordination needs and also included a lot of items relating to "buffers." "Buffers" generally related to management of areas adjacent to or seen from the Wildernesses. Current Forest policy is to manage lands under their allocation for the full area without any buffers.

Concerns

Location and maintenance of historic or archaeological sites, provisions for research interests, dealing with a demand for variety, cooperating with other agencies, and mining interests are concerns that will be dealt with in the LAC process.

Information Needs

An inventory (at least by literature search and consultation with the State Historic Preservation Office) of potential cultural sites would be conducted this summer.

Dealing with the public demand for variety would be addressed through public involvement.

Cooperation with other agencies has begun and would continue.

Information on existing mines is available in Forest Service files.

Outside scope of the plan

Two general categories can be made in this area: how to deal with areas of special designation such as Wild and Scenic Rivers (WSR) and Research Natural Areas (RNA); and, how to address the buffer concept.

No specially designated areas exist at this time. However, the Draft Forest Plan may recommend some WSR and RNA designations.

The buffer questions such as maintenance of scenic quality as viewed from the wildernesses, increasing trail systems outside wilderness for use displaced from wilderness such as motorized use, and management of adjacent non-wilderness backcountry areas may become recommended management actions. These items should be addressed in the Forest Planning process. However, some items such as scenic quality as viewed from the wildernesses should be analyzed on a case-by-case basis when planning projects adjacent to wildernesses.

7. Public Involvement

Concern

Determining how to involve the public and get them involved in the stewardship of the resource is a concern.

Information Needs

A proposal as developed at the March 13, 1989 task force meeting was discussed at the April Forest Leadership Team meeting and was supported.

The task force would develop techniques and a schedule for providing for ongoing public involvement. At the initial task force meeting, a suggestion was made to set up a subcommittee to handle this concern.

8. Monitoring, Management Action, Enforcement

The group listed quite a few potential actions in this category. The task force will consider these among others during the LAC process.

Forest Recreation Managers would like to develop and maintain wilderness mangement skills on the forest so that we could share and extend our current resources.

9. Environmental/resource impacts

Concern

The substance of this concern centered around recreation and other impacts on the environment such as soil, water, air, vegetation, and other items mentioned in previous categories.

Information Needs

The Forest would request existing information from the State Department of Ecology on air and water quality. Baseline information on soil and vegetation types is available on the Forest.

Step 2: Opportunity Classes

Two inventoried opportunity classes currently exist for the ONF Wildernesses. These are primitive and semi-primitive. Forest Service Manual definitions of primitive and semi-primitive are written below. Following the definitions, four classes recommended by the Forest Recreation Staff Assistant are summarized. These would be a base description for use by the task force. Final opportunity class descriptive terminology would be correlated with ONP.

Primitive

Area Characteristics:

Area is characterized by an essentially unmodified natural environment. Concentration of users is low and evidence of human use is minimal.

The area is managed to be essentially free from evidence of human-induced restrictions and controls. Only essential facilities for resource protection and safety are used and are constructed of native or natural appearing materials. No facilities for comfort or convenience of the user are provided. Visitors are encouraged to disperse to desirable existing sites to minimize contacts with other groups.

Experience Opportunity:

High opportunity for exploring and experiencing considerable isolation, solitude, and self-reliance through application of primitive recreation skills in an environment that offers a high degree of challenge and risk.

Semi-Primitive

Area Characteristics:

Area is characterized by a predominantly unmodified natural environment of moderate size. Concentration of users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present but are subtle. Facilities are only provided for the protection of Wilderness resource values rather than visitor comfort or convenience. Materials should be natural or natural appearing.

Experience Opportunity:

Moderate opportunities for exploring and experiencing isolation (from the sights and sounds of people); independence; closeness to nature; tranquility and self-reliance through the application of no trace and primitive skills in a natural environment that offers a moderate to high degree of challenge and risk.

Primitive trailless

1. No trails present.
2. Minimum of three miles from any road or minimum of one mile where area has a topographic screen from any road within three miles.

Primitive trailed

1. System or non-system trails present (500 foot wide corridor)
2. Minimum of three miles from road and trailhead.

Semi-primitive trailless

1. No trails present
2. Within three miles from any road.

Semi-primitive trailed

1. System or non-system trails present (500-foot-wide corridor)
2. Within three miles from any road.

Step 3: Indicators of Resource and Social Conditions

Indicators listed in this section are taken from the Forest Service Manual and will serve as a baseline for the task force. Descriptions of the indicators for the two primary opportunity classes can be found in the appendix. Again this list would be modified by the task force following information gathering, public involvement, and coordination with ONP.

Physical/Biological

Air
Soil
Water
Vegetation
Fish and Wildlife
Scenery
Livestock

Social

Encounters
Group Size
Camps
Livestock
Pets

Managerial

Off-site evidence of control
On-site evidence of control
Signs
Trails

Step 4: Inventory of Resource and Social Conditions

Campsite inventories using code-a-site cards were completed in the summers of 1986 and 1987. In 1987 additional information was taken, such as identifying which sites were in view, the square feet of bare ground, soil compaction notation, and other impact information. Random notes on the number of encounters per day were also taken. Further social condition information would be gathered this summer by volunteers at trailheads and by wilderness rangers at backcountry campsites.

Task force members would gather existing information regarding the mountain goat, sensitive species and other concerns this spring and summer. These are listed under step 1.

Information gathering techniques would be coordinated with ONP where possible. (7)

Step 5: Standards for Resource and Social Conditions

Forest Service Manual standards would be used where possible and these are summarized below for the two primary opportunity classes. The complete descriptions are in the appendix. These standards would be monitored on the ground this summer and the information used by the task force to refine the numbers. Concerns for which standards need to be determined will be listed at the end of this section.

	Primitive	**Semi-Primitive**
Biological/Physical		
Vegetation		
Square feet bare ground/campsite (maximum)	400	625
Trees with exposed roots/campsite (maximum)	4	6
Scenery		
Camps linear feet from features(minimum)	200	200
Social		
Probability of number of groups encountered per day (maximum)	80% - 7	80% - 10 or 12
Group size		
people	6 - 12	6 - 12
stock (maximum)	18	18
Only allow upper limits with these numbers of encounters expected	4	6
Livestock		
Grazing linear feet from features (minimum)	200	200
Managerial		
Frequency of wilderness ranger patrols (minimum)	monthly	2 weeks

In addition to the monitoring listed above, baseline information gathered on the following concerns would be used to determine indicators and standards.

User competition and Needs
Sensitive Species
Exotic Species
Environmental Impacts

Step 6: Alternative Opportunity Classes

Using the Draft Forest Plan opportunity class allocations as a baseline alternative, the task force would develop alternative opportunity class allocations this winter. This effort would again be coordinated with ONP, particularly along adjacent boundaries.

Step 7: Management Actions

This section recommends management actions that can be taken to achieve the conditions specified for each opportunity class. Should actual conditions not match the defined conditions, the following is a summary of actions that will be taken in order to bring the conditions to standard. Actions are listed in order of priority. Actions could differ for the different opportunity classes.(12)

These actions relate only to recreation/campsite use. The task force would need to develop actions for the unresolved issues regarding the exotic species and sensitive species.

Actions range from indirect to direct methods. Generally indirect methods such as education would be implemented before direct methods such as campsite permit systems.

Resource

Information and education
Contact repeat users
Limit group size
Limit number of stock per group
Enforcement of regulations
Campsite closure
Campsite restoration
Seasonal campsite closures
Equipment requirements
Remove existing facilities
Ranger contact
Campsite permit

Social

Limit group size
Length of stay limits
Seasonal campsite closures
Self-issued entry permits
Change access conditions
Close campsites to certain users
Office-issued permits
Designated campsite permits

Managerial

Wilderness ranger patrols - minimum
Primitive: at least monthly and primarily during heavy use season
Semi-primitive: every two weeks

Step 8: Preferred Alternative

The task force would propose a preferred alternative for a Wilderness Implementation Schedule in spring of 1990. Some Forest criteria known at this time are listed below. In addition, the task force would refine the criteria.

* A plan that can be implemented on the ground.
* A plan that is accepted and supported by the public and other agencies.
* A plan that is best for the resource.
* A plan that covers all the resources (recreation, wildlife, etc.)
* A plan that provides for ongoing public involvement.
* A plan that meets the intent of the Wilderness Act.
* A plan that can be implemented within average budget/workforce levels.

Step 9: Implement Actions and Monitor Conditions

Implementation of Wilderness Implementation Schedules would begin the summer of 1990. The process does not end at that point. Part of the implementation would involve monitoring to insure that the desired conditions are being met on the ground. Monitoring may indicate a need to start with step one on a new concern or it may show that a different management action is needed to achieve the desired results. Thus, the process can loop back to steps 1 through 9 depending on the situation.

The public/interagency task force should not be dismantled at the completion of the first run through the process. The task force should set up a schedule for meeting periodically in order to discuss the monitoring results and possible need for changes in management actions.

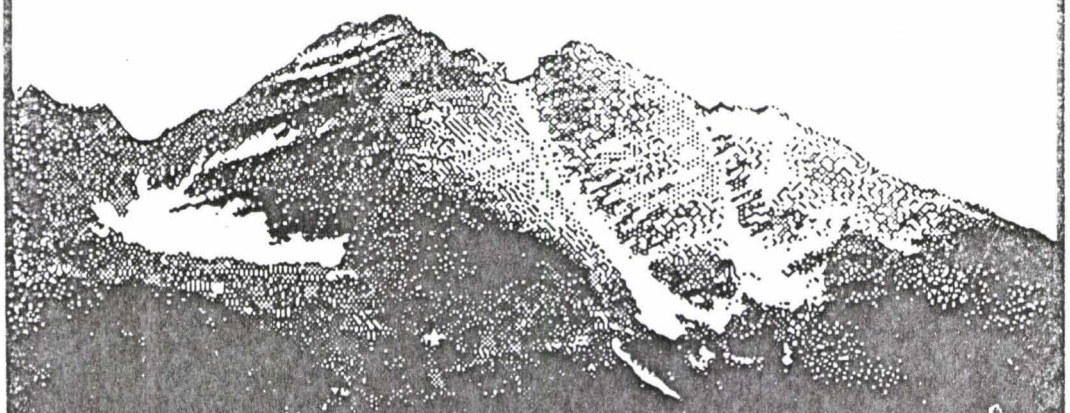
C. Summary of Actions

Action Item	Responsibility	When
ONP/ONF liaisons	Carol Booth, ONF Ruth Scott, ONP	ongoing
Brief districts of proposal	Carol Booth, ONF	04/06/89
Presentation to Forest Leadership Team for approval	Carol Booth, ONF	04/17/89
Inform District Rangers and Forest Supervisor of developments	Carol Booth, ONF	monthly
Letter to public for input on concerns	Carol Booth, ONF	07/01/89
Final concerns and information on opportunity classes and indicators to task force. Also define exotic, non-native, etc.	core team/ONP	05/16/89
Review concerns draft and discuss opportunity classes and indicators.	core team and task force	05/22/89
Opportunity class and indicators draft to task force.	core team/ONP	06/15/89
Review opportunity class and indicators draft and review inventory list	core team and task force	06/15/89
Sensitive plant species lists Exotic plant inventory DNR Natural Heritage plant lists	Jerry Gorsline Native Plant Society	10/15/89
WDW wildlife species lists	Dave Brittell, WDW	10/15/89
DOE information on air and water quality	Carol Booth, ONF	10/15/89
Mountain goat information	Forest Ecologist Forest Biologist	05/25/89
Social factors inventory process	core team	10/15/89
Forest Leadership Team field trip to discuss management concerns (this should be an annual trip to a different wilderness each year)	Forest Leadership Team ONP/core team	6/26-29/89

Condition monitoring/correlation to regional standards	district wilderness rangers	09/15/89
Historical/archaeological sites survey	Forest Cultural Resource Coordinator	10/15/89
Field trip to look at opportunity class descriptions and indicators	task force and core team	07/15/89
Review inventory and discuss standards for indicators	task force	10/15/89
Draft standards for indicators	core team/ONP	10/15/89
Review standards for indicators and discuss alternative opportunity class allocations with management actions.	task force and core team	11/15/89
Draft alternative opportunity class allocations	core team/ONP	01/15/90
Select preferred alternative	Forest Leadership Team	02/15/90
Documentation	core team	04/01/90
Implementation and Monitoring	core team, task force and the world ad infinatum	06/01/90

"Wilderness is a resource which can shrink but not grow. Invasions can be arrested or modifies in a manner to keep an area useable either for recreation, or for science,... but the creation of new wilderness in the full sense of the word is impossible."

Aldo Leopold



V. CONCLUSION

V. Conclusion

A. Summary

Implementation of the LAC process on the ONF Wildernesses is proposed at this time due to the increasing recreation use, increasing local population, and concerns by managers and the public regarding resource impacts. This action plan evolved from literature review, meetings, and discussions with Park Service and Forest Service personnel. The Forest Leadership Team supported use of the transactive planning approach and recommended use of a public/interagency task force to develop the action plan.

ONP personnel are also beginning the LAC process. The potential for coordination and cooperation is very high and has already begun. Development of this action plan has benefited both ONP and ONF in delineating information needs, tasks, and timelines.

B. Results

The action plan outlines tasks and responsibilities for the coming year with a goal of completing Wilderness Implementation Schedules in May 1990. This timeline coincides with ONP's current schedule for completion of their backcountry management plan.

This action plan was be presented for approval at the April Forest Leadership Team meeting and received support by the members.

If the Forest decides to accomplish LAC within current budget levels or if additional funds are not available, alternative methods to accomplish tasks would be used. Advice on sampling procedures and other information gathering techniques would be solicited from Forest and Regional Office personnel. Accomplishment of routine campsite inventories and social encounters notes would be done by District Wilderness Rangers. Individual and special interest group volunteers would be recruited for gathering baseline information on plants and wildlife. If necessary, additional funds, such as through the Regional Forester Challenge Grant, would be requested for personnel and supplies.

C. Recommendations

This action plan could have been more specific had the literature search been more focused and the task force assembled sooner. Literature for this kind of project should be centered primarily on planning, public involvement and meeting management. Information on technical aspects of resource condition evaluation are needed once involved in the process.

Forest support for the transactive planning process could probably have been solicited without discussing varying alternatives for public involvement. Since in a typical environmental analysis process, the concerns determine the amount of public involvement, an earlier discussion with the Forest Management Team for task force composition would have saved time.

Task force representatives were selected based on the concerns of the ONF Wildernesses. The task force meetings were extremely helpful in developing this plan. Public involvement, commitment, and support can be gleaned from the task force by their involvement in the initial stages. Public involvement is also indirectly accomplished through use of the task force. Task force members have discussed the action plan with their peers and the information has spread. For example, notes on the proposed ONF LAC action plan have already been included in some club newsletters. Further public involvement would be obtained through a letter to Forest Plan wilderness and related issues respondents. But, the primary ongoing public involvement would be through the task force representatives.

Adapting the LAC and transactive planning processes to a specific area is important. Some areas utilized the task force extensively while others used it only for review at a few steps. Local interests, schedules, budgets, priorities, and area specific concerns are factors in adapting LAC and transactive planning to each unique wilderness or other recreation environment.

Effective meeting management will be necessary for successful accomplishment of the LAC process for the ONF Wildernesses. The following are key factors in managing a productive meeting:

1. There must be a common focus on content.
2. There must be a common focus in process.
3. Someone must be responsible for maintaining an open and balanced conversational flow.
4. Someone must be responsible for protecting individuals from personal attack.
5. In general, for the duration of the meeting, everyone's role and responsibility must be clearly defined and agreed upon.
6. Roles and responsibilities for tasks to be accomplished must also be clearly defined. (3)

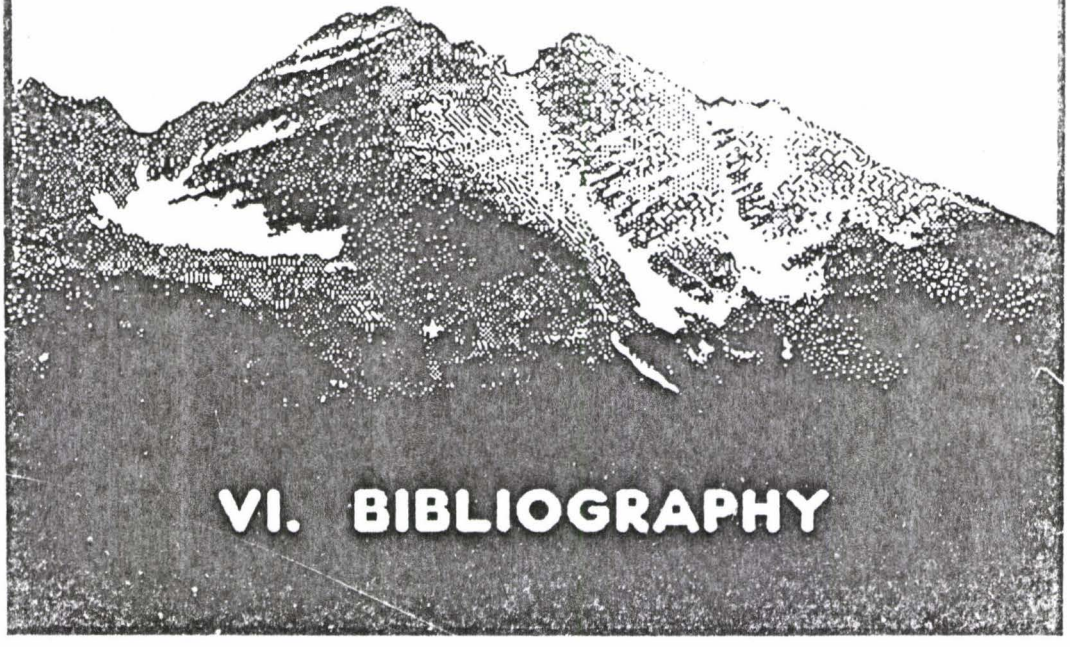
It should be made clear that the task force role is to gather information, develop ideas, and make recommendations to the Forest Leadership Team. Both the task force and Forest Leadership Team must keep in mind that the LAC process is the means to prudent wilderness management.

The direction in the Wilderness Act should be kept in mind as a goal throughout the LAC process.

(Wildernesses)"...shall be administered for the use and enjoyment of the American People in such a manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character..."

"The evolution (of the Wilderness Act) has blended many political, religious, and cultural meanings into deeply felt personal convictions... Those who administer that law must look to these convictions to understand why the law exists."

Michael McCloskey



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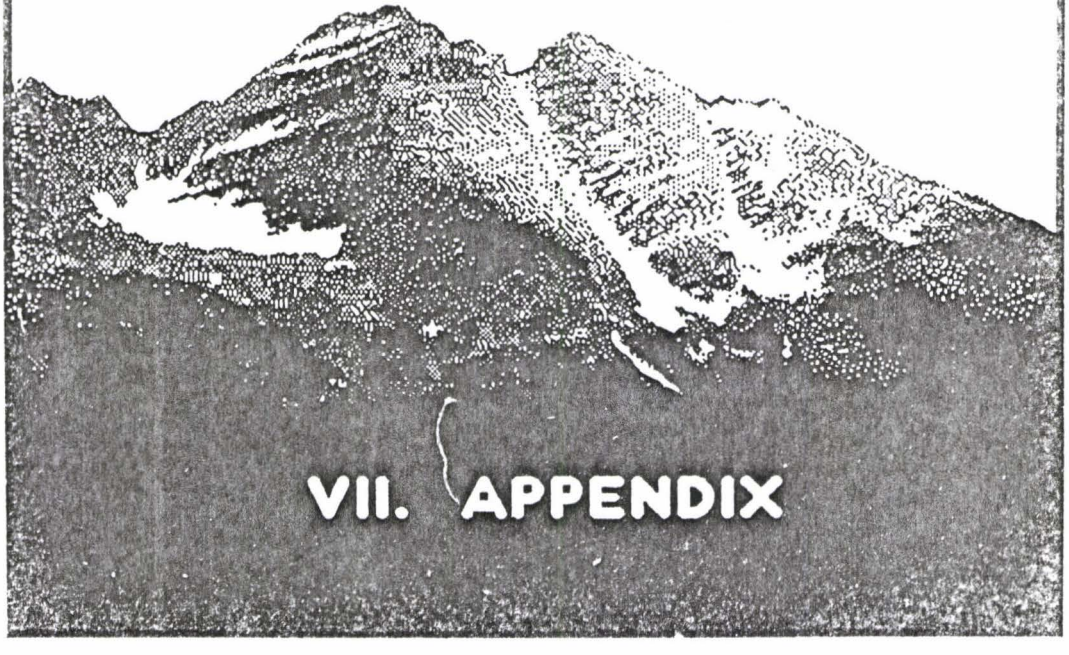
"To know wilderness is to know a profound humility, to recognize one's own littleness, to sense dependence and interdependence, indebtedness, and responsiblility."

Roderick Nash



VII. APPENDIX

VII. Appendix

A. Vicinity Map

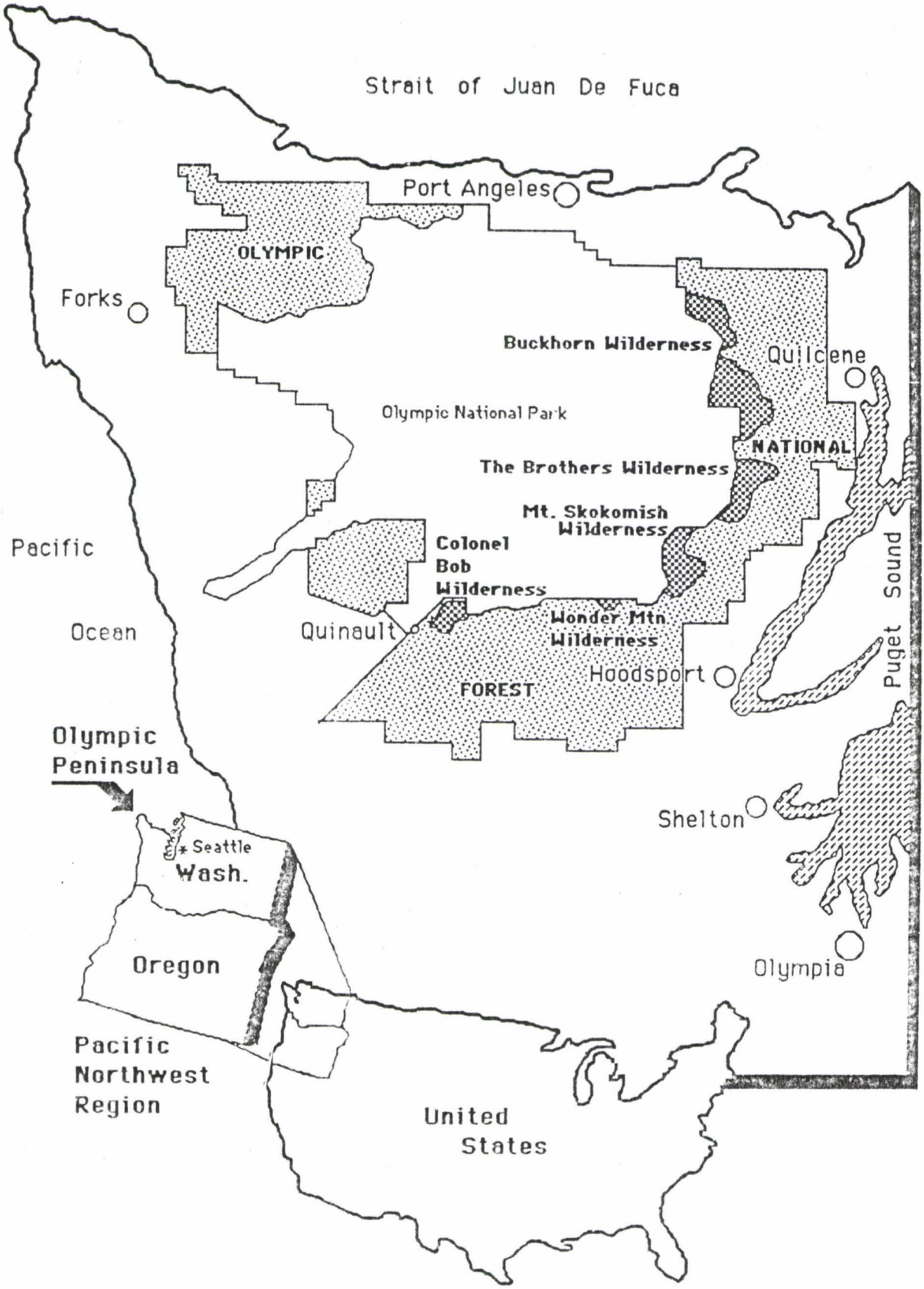
B. Prospectus

C. Meeting Minutes

D. Code-a-site example

E. Forest Service Manual 2322 Region 6 Supplement

F. ONP/ONF letter of cooperation


Strait of Juan De Fuca
Port Angeles
OLYMPIC
Forks
Buckhorn Wilderness
Quilcene
Olympic National Park
NATIONAL
The Brothers Wilderness
Mt. Skokomish Wilderness
Pacific
Colonel Bob Wilderness
Ocean
Quinault
Wonder Mtn Wilderness
Hoodsport
FOREST
Puget Sound
Olympic Peninsula
Shelton
Seattle
Wash.
Oregon
Olympia
Pacific Northwest Region
United States

Clemson Short Course
Field Project Prospectus

Olympic National Forest Wildernesses
Limits of Acceptable Change Action Plan

Proposed by: Carol A. Booth, Recreation Forester, Quilcene Ranger District, Olympic National Forest (206-765-3368)

Recommended by: /s/_____ 10/24/88
PETE HOLMBERG, District Ranger Date

Approved by: per phone approval to mail, Kelly Coon, ONF Rec. Staff 10/27/88
TED STUBBLEFIELD, Forest Supervisor Date

A. Issues/Opportunity

In 1984, Congress created five Olympic National Forest Wildernesses. Within these rugged but fragile areas, heavy use is causing resource damage and user conflicts are developing. As visitor use increases, resource damage and user conflicts will continue to occur until unacceptable limits of changes are identified and management practices are implemented to reduce, control or eliminate the changes.

The 1964 Wilderness Act provides direction aimed at protecting and managing Wilderness "to preserve its natural conditions" and to keep "man's work substantially unnoticeable." Man's work may include not only visitation but also management actions such as introduction of non-native plants or animals. The Limits of Acceptable Change process was developed to provide resource managers with a "framework for establishing acceptable and appropriate resource and social conditions in recreation settings."

The Olympic National Forest Final Plan is scheduled for release in spring 1989. The Plan will contain direction to implement the Limits of Acceptable Change process. Therefore, upcoming Forest Plan direction along with increasing visitor use of the Wildernesses makes 1989 an opportune time to develop an action plan to implement the Limits of Acceptable Change process.

B. Objectives

1. To develop and review alternatives for implementing the Limits of Acceptable Change process and to recommend a preferred alternative for Audience #1 approval by December 15, 1988.

2. To develop an Action Plan, for the selected alternative, which will identify who, how and when the Limits of Acceptable Change process will be implemented in the Olympic National Forest Wildernesses.

C. Audience

1. Three District Rangers (Quilcene, Hood Canal and Quinault), Forest Recreation Staff and the Forest Supervisor.
2. Local individuals or clubs and other agencies such as Olympic National Park.
3. Other National Forests.

November 8, 1988
Forest Recreation Meeting
Limits of Acceptable Change (LAC)
Discussion Agenda

I. Summer 1988

*Campsite inventories completed.

*Did not spend all the money due to fires.

II. Action Plan for Clemson Project

*See prospectus. Note it is a two-phase project. Also, note it is for all five Olympic National Forest (ONF) Wildernesses.

*December 12 meeting preparation (Phase I): would like to discuss now and get your recommendation on preferred options.

** Alternatives - brainstorm now
The purpose of this phase is primarily to determine the amount of time/commitment needed inside and outside the Forest Service.

1. On-Forest, public involvement after plan is done.
2. In-Service, public involvement at various stages.
3. Forest service lead with public agencies/organizations on the team.
4. Similar to #3 but with an outside facilitator taking the lead.

** Concerns

1. Time
2. Cost
3. Employee availability
4. Law/policy
5. Topics to cover: just recreation impacts or all factors affecting the resource?
6. Regional consistency
7. Public involvement at the local or State level?
8. Implementation commitment, internal and external

III. District involvement in the Action Plan Phase II

* Meet once or perhaps twice more after December 12 to review an outline of the action plan. Set a day or two now - will help me keep on schedule!

November 11, 1988

Forest Recreation Meeting Minutes
Clemson Short Course Project

Attendees:
Kelly Coon, Forest Staff, Supervisors Office
Pete Erben, Quinault Ranger District
Molly Erickson, Soleduck Ranger District
John Klaasen, Quilcene Ranger District
Dave Johnson, Quilcene Ranger District
Dave Lanham, Soleduck Ranger District

The Forest recreation group spent about one hour at their annual meeting discussing how to approach an action plan for implementing the LAC process on the Forest Wildernesses. The group confirmed that the Forest should include not only recreation but other management concerns such as exotic species during the LAC process. Alternative levels of Forest Service, public and other agency involvement were discussed along with advantages and disadvantages of each level. That discussion is summarized below.

Alternative 1:	On-Forest team with public involvement only at the end.
Advantages:	Fastest. Less education of the public of our terminology and process. Least expensive. Smallest team.
Disadvantages:	Most difficult to achieve public acceptance of decisions.
Alternative 2:	In service team with public informed at various stages. Could have public involved by just informing them about selecting a group for concurrence.
Advantages:	Next fastest. Medium cost.
Disadvantages:	Could create backtracking depending on format. May have problems with public acceptance of decisions.
Alternative 3:	Forest Service and public on the team
Advantages:	Great public commitment. Fastest public acceptance. Most credibility. Production of more and diverse ideas. Deals best with user concerns.
Disadvantages:	Most expensive. Most time consuming. Most time/effort to "educate" the public.

Facilitation was also discussed. Two options surfaced. Basically the options were to have a Forest Service facilitator or contract the facilitation. The Forest Service facilitator could be on- or off-Forest and not necessarily work in recreation. The primary advantage of contracting was to maximize the neutrality of the facilitator. Selection of this option was left up to funds available. The major point made was that it is imperative to have a facilitator at LAC meetings.

The following items are general suggestions which came up during the discussion.

1. Use a form of the K-T process in the presentation to the Forest Staff.

2. Use Forest Plan mailing lists for identifying interested publics. Also, use Forest Plan public response information to obtain lists of publics interested in wilderness and related subjects.

3. Have public meetings to recruit task force members. Advertise any public meetings.

4. Develop videos for public information and also for task force use.

Carol Booth
Recreation Forester
Quilcene Ranger District

LIMITS OF ACCEPTABLE CHANGE

ACTION PLAN ALTERNATIVES

for the

OLYMPIC NATIONAL FOREST WILDERNESSES

DECEMBER, 1988

This preliminary outline was prepared as a student project in partial fulfillment of the requirements of the Professional Development for Outdoor Recreation Management Program at Clemson University. It in no way reflects USDA Forest Service policy nor are the opinions expressed those of anyone other than the author.

Carol A. Booth
Quilcene Ranger District
Olympic National Forest

LIMITS OF ACCEPTABLE CHANGE

Definition: the maximum limit of negative change allowed.

System in which:

* The amount of change to be allowed is defined by **quantitative standards**. The specification of acceptable and achievable resource, social, and managerial conditions are defined by a series of measurable parameters.

* The **management actions** necessary to prevent further change are identified through an analysis of the relationship between existing conditions and those judged acceptable.

* Procedures for **monitoring and evaluating** management performance are established.

In other words, we decide how much change will be allowed to occur, where change can occur, and the actions needed to control it.

Step 1: Identify issues and concerns.

Step 2: Define and describe opportunity classes.

Step 3: Select indicators of resource and social conditions.

Step 4: Inventory existing resource and social conditions. (code-a-site)

Step 5: Specify standards for resource and social indicators for each opportunity class.

Step 6: Identify alternative opportunity class allocations.

Step 7: Identify management actions for each alternative.

Step 8: Evaluation and selection of a preferred alternative.

Step 9: Implement actions

Step 10: Monitor actions

PHASE 1 SUMMARY

GOAL

To develop and review alternatives for implementing the Limits of Acceptable Change process and to select a preferred alternative.

ALTERNATIVE DEVELOPMENT

Alternatives were developed to address the level of agency and public involvement in the process.

The Forest recreation group developed the alternatives at their annual meeting on November 9, 1988.

A K-T decision analysis process was used.

OBJECTIVES	Numerical Rating
a. Alternative must meet law/policy.	N/A
b. Alternative develops greatest public acceptance.	5
c. Alternative is most cost-efficient.	3
d. Alternative best accommodates employee availability	1

ALTERNATIVES

1. On-Forest team with publi- comment period on the final product.

2. On-Forest team with public informed three times during the planning process.
   (rational planning approach)

3. Forest Service, public and other agency personnel on the team.
   (transactive planning approach)

Numerical Evaluation

Alternative	Public Acceptance Weight: 5		Cost Efficient Weight: 3		Employee Availability Weight: 1		
	rank	score	rank	score	rank	score	SUM
1	1	5	3	9	1	1	15
2	2	10	2	6	2	2	18
3	3	15	1	3	3	3	21

EVALUATION OF ALTERNATIVES

Alternative 1: On-Forest team with public comment on the final product.

Advantages

* Lowest cost alternative.
* Least amount of agency personnel time invested.
* Least amount of time to inform public of process/terminology.
* Smallest team.

Disadvantages

* Highest probability of continued user conflicts.
* Highest probability of problems with public acceptance.

Alternative 2: On-Forest team with public involved at various stages.

Advantages

* Medium cost alternative.
* Medium amount of time invested by agency and public.
* Medium-size team.

Disadvantages

* Could create backtracking.
* Moderate to high probability of problems with public acceptance.

Alternative 3: Forest Service, public and other agency personnel on team.

Advantages

* Highest probability of public acceptance
* Deals best with user conflicts.
* Development of more and diverse ideas.

Disadvantages

* Most costly alternative.
* Most time-consuming alternative for the agency and public.
* Largest team.

FACILITATION

Options:

1. Forest Service Employee

Advantages

* If someone from outside the recreation group, more time for recreation employees to participate in the process.

* If someone from off-Forest or outside recreation group, could provide different perspective and more objectivity.

Disadvantages

* May have some perceived bias on the part of the publics.

* If someone from off-Forest, additional cost for per diem.

2. Contract, such as through a University

Advantages

* Less perceived bias on the part of the public.

* More time for Forest employees to participate in the process.

Disadvantages

* Most costly option.

RECOMMENDATION

**** ADOPT ALTERNATIVE 3, Option 1 *****

Phase II of the LAC Action Plan should do the following:

* Specify how to develop the task force to mirror the local Peninsula political environment.

* Outline a time frame with responsibilities for completion of the LAC steps.

* Summarize, reference and recommend the "given" information to work with in the LAC process. "Given" information includes Forest Plan direction, manual advice, and a plethora of literature.

Olympic National Forest
Clemson Short Course Project Advisory Meeting Minutes
LAC Action Plan Alternatives
December 20, 1988
Attendees:

Ted Stubblefield, Forest Supervisor
John Phipps, Deputy Forest Supervisor
Kelly Coon, Forest Recreation Staff
Ken Eldredge, Assistant Forest Recreation Staff
Dick Buscher, Region 6 Recreation
Kathleen Snow, Quilcene District Ranger
John Henshaw, Quinault District Ranger
Pat McDonald, Hood Canal District Ranger representative
Pete Holmberg, Soleduck District Ranger representative
Carol Booth, Quilcene Recreation Forester and project proponent

Carol provided general background information and explained the alternatives. Through questions and discussion of the overall process, it became apparent that alternative levels of public involvement was a moot question. The group felt that for a high quality process and final product, the transactive approach should be used. Also, the issues would determine the level of public involvement as in any National Environmental Policy Act (NEPA) process.

Development of an action plan was then discussed. The group decided that the public should be involved in the action plan. Due to time constraints for the academic project, the group recommended scheduling one meeting in early January to scope the issues and initiate an action plan. The initial task force invited would not necessarily be the final task force. Carol will schedule the meeting.

Some items of interest which came up during the discussions are summarized below.

1. Obtain trend information from other agencies, particularly Olympic National Park. The Park Service has a study of backcountry use.

2. Coordinate with Olympic National Park as both agencies go though the LAC process. Coordination could range from having a member from each agency on the respective task forces to the Forest Service providing leadership for both agencies. In the latter example, it must be kept in mind that end results would likely differ.

3. Personal contact suggested: Judy Fraser, Alpine Lakes Wilderness

4. Schedule a Forest Management Team wilderness trip in June to discuss concerns, schedules and process status.

Carol Booth
Recreation Forester
Quilcene Ranger District

January 12, 1989
Olympic National Forest
LAC Task Force Meeting #1

Today's Objective: Development of an **ACTION PLAN** to implement the **Limits of Acceptable Change** process on the ONF **Wildernesses**

10:00 - I. Introductions

10:15 A. Attendees

Dave Brittell, Washington Department of Wildlife
Carol Booth, Olympic National Forest (LAC Coordinator)
Dennis Boyd, Backcountry Horsemen of Washington Peninsula Chapter
Paul Crawford, Olympic National Park
Molly Erickson, Olympic National Forest, today's scribe
Jerry Gorsline, Native Plant Society, Peninsula Chapter
Judy Gunter, Olympic National Forest, today's facilitator
Al Wagar, University of Washington

B. Meeting format explanation

10:15 - II. Background

10:45 A. Academic project
B. Forest support
C. What is LAC? What is transactive planning?

III.Where the ONF is now

* Use is up 35% from 1986 to 1988
* Increase in user conflict reports
* Goat issue
* Campsite inventories complete
* Informed public we will use LAC to develop wilderness management plans

IV. Where the ONF wants to be

Have a plan:

* that can be implemented on the ground
* that the public accepts and supports
* that is best for the resource
* that includes all concerns (recreation, wildlife, etc.)

10:45 - 11:45 V. How to get from III to IV

Within a few limitations:

* use some semblance of LAC
* do something by 3:00 p.m.
* pure Forest Service interpretation, like no motorized equipment

11:45 - 12:45 LUNCH

12:45 - 14:30 VI. Develop the Action Plan

14:30- 15:00 VII.Wrap up

* Review draft?
* Meet again?
* Suggestions for handling further task force meetings?

United States Department of Agriculture

Forest Service

Olympic National Forest
Quilcene Ranger District
Quilcere, Washington
98376

Reply to: 2320/1950

Date: January 13, 1989

task force members

Dear

Enclosed are the notes from the January 12, 1989, Limits of Acceptable Change (LAC) task force meeting. If you have questions, additions, or corrections, please contact Carol Booth at 765-3368.

Thank you very much for your interest and participation in the Olympic National Forest LAC process. We appreciate your willingness to be on our LAC task force.

Sincerely,

Kathleen Snow
District Ranger

enclosure

Olympic National Forest
LAC Task Force Meeting Minutes
January 12, 1989

The following people met on January 12, 1989, to discuss an action plan for implementing the LAC process on Olympic National Forest Wildernesses.

Carol Booth, Olympic National Forest representative and LAC Coordinator
Dennis Boyd, Backcountry Horsemen of Washington, Peninsula Chapter
Dave Britteli, Washington Department of Wildlife
Molly Erickson, Olympic National Forest (scribe)
Jerry Gorsline, Washington Native Plant Society
Judy Gunter, Olympic National Forest (facilitator)
Al Wagar, University of Washington
An Olympic National Park representative was unable to attend due to the recent oil spill.

Carol Booth provided the group with background information and direction. Initiation of this project is in partial fulfillment of a Forest Service recreation short course. In addition, the Forest is supporting implementation of LAC not only through the academic project but also as an ongoing process. This meeting was suggested by Forest Staff as a kickoff for the LAC process.
Most of the group was familiar with the literature on LAC, so very little time was spent on reviewing the process. Carol explained that the Forest would use a transactive planning approach with the LAC process.

The next discussion centered around where the Forest was in wilderness management and where it wanted to be. Use on the Forest is up 35% from 1986 to 1988. Some major issues have been brought to the attention of the Forest. A few of these issues are mountain goat management, horse user facilities, and trail maintenance standards. Also, the Forest has told some user groups that the Forest was going to go through an LAC process to develop a wilderness plan. At this point, campsite inventories using code-a-site have been completed for the Forest Wildernesses. Maintenance of conditions that were in place at designation (1984) is the current direction.

The objectives for completing an LAC process were discussed. The Forest would like to have a wilderness plan that is able to be implemented on the ground; accepted and supported by the public; best for the resource; and covers the range of concerns which means that not only will recreation use be addressed but wildlife and vegetation as well.

The group then brainstormed a list of concerns that may need to be addressed. This list was combined into a manageable number of concerns. At that point, the group outlined a rough action plan using the large list of concerns. The following pages contain the final results which include the major concern areas with the more specific concerns listed below each. Next is an initial list of what we know can be done now to start working on these issue areas. Finally, a draft action plan is outlined.

I. Issues and concerns

A. User competition and needs

1. user conflict: stock users and hikers
2. hunting, trapping, fishing interest
3. guides and other commercial activities

B. Sensitive species

1. rare plants
2. sensitive wildlife and plants

C. Exotic species

1. introduced mountain goats
2. fish stocking
3. introduction of non-native species (pellet restrictions versus introduction of non-native grasses)
4. elimination of non-native plant species such as dandelions

D. Facilities

1. trailhead facilities
2. maintenance of all related facilities
3. toilets
4. shelters
5. stock hitching posts
6. safety
7. caches

E. Education/information/interpretation

1. ongoing public information and education
2. internal and other agency information and education
3. interpretation and related facilities

F. Special considerations/adjacent areas

1. Scenic quality of adjacent areas as viewed from the wilderness
2. Research natural areas (RNA) protection
3. Historic or archaeological sites
4. Non-wilderness backcountry areas (semiprimitive motorized and Semiprimitive non-motorized)
5. Coordination with other agencies Washington Department of Wildlife (WDW), ONP, counties,...
6. Research interests
7. Potential Wild and Scenic River (WSR) designations
8. Adjacent boundary owner concerns
9. uffer areas - motorized out of adjacent area
10. Demand for variety - zoning wilderness? Dispersal of use to other areas
11. Improve/increase trails outside wilderness to disperse use
12. Mining
13. Tubal Cain mine
14. Camping facilities at perimeters to lessen camping impacts encourage day hikes

G. Public Involvement

1. How to reach the public and really involve them
2. Formation of the final task force
3. How to smoke out all the users (rockhounds, etc)
4. Stewardship responsibility - get all public involved

H. Monitoring, management actions, enforcement

1. Mountain bike and hang glider exclusion
2. Campfire impacts and restrictions - use of portable stoves
3. Too many people
4. Group sizes versus quality of the experience
5. Dogs, mules, llamas...orangutans
6. Air flight limitations (hover, elevations)
7. Conflict resolution
8. "Squatters"
9. Enforcement/wilderness patrols/monitoring
10. Signing
11. Fire management
12. Drop camps - to reduce impact
13. Monitoring techniques and needs
14. Options to limit use
15. Rehabilitation of sites
16. Non-conforming structures
17. Re-introduction of native species such as the wolf and fisher

I. Environmental/resource impacts

1. Native plants in general/ use in rehab
2. Adequate feed/grazing capacity (most of horse use is day use)
3. Water quality
4. Campsite impacts - bare ground
5. Mushroom pickers

II. Ideas for gathering information on the above concerns

A. User competition/needs and G. Public involvement
These two categories were grouped at this point because determining user needs and finding out how to involve the user could be done at the same time.

1. Potential Users:

* Hikers
* Hunters
* Fisherman
* Trappers
* Scientific groups
* Campers
* Preservationists
* Kayakers
* Naturalists
* Guides/commercial users
* Campers
* Stock users

2. Ways of Contacting the Users:

* Club and group contacts at meetings and through newsletters
* Forest Plan mailing list
* Sporting goods stores - develop notices
* Contact media: news releases, radio, TV
* Trail registers
* Develop videos
* Surveys using research students
* Adjacent agency data?

B. Sensitive species

1. Lists are available from the Department of Natural Resources (DNR) Natural Heritage group
2. Information is available from independent authorities (Nelsa Buckingham and Jerry Franklin)
3. WDW data bases
4. Departments of Botany, Zoology, Fisheries
5. Distribution of Research Natural Areas (RNA's): a potential solution to maintenance of sensitive populations

C. Exotic species

1. Suggestions for how to monitor goat impacts

   * Comparative analysis using other agency data
   * Graduate student studies/thesis
   * Monitor/correlate changes
   * Coordinate with ONP
   * Request RF challenge or other dollars

2. Monitor public use (fishing) at stocked lakes

3. Inventory plant species

D. Facilities

The group did not identify current needs in this category because it will depend on results of going through the process.

E. Education/Information/Interpretation

1. An ongoing management tool to be used from beginning to end and beyond
2. Need to identify gaps in information and how to fill
3. Set up a subcommittee to work with public information
4. Agency cooperation
5. Use Trail Resource Information System (TRIS)

F. Special considerations/Adjacent areas

1. Forest Plan as a base - keep in mind potential for amendments
2. Coordinate with adjacent land owners/cooperators
3. Sensitivity to visual impacts
4. Buffers
5. Research
6. Migratory populations

G. Public Involvement

discussed under "A."

H. Management action, monitoring, enforcement

1. Go to research communities for techniques
2. Cooperate with other agencies, groups and the public
3. Some ideas covered in the previous categories
4. Dependent on data collected, concerns, needs

I. Environmental/Resource impacts

1. Includes resources previously listed
2. Washington State Department of Ecology (DOE) has some water quality information
3. DOE may have some air quality information
4. Use adaptive management

III.Action Plan

The following plan was devised using our ideas on what can be done now and completing the process for most of the concerns in about two years.
This group said they were all willing to remain as the core task force.

A. Winter/spring/summer 1989:

Gather existing information

1.	WDW data system wildlife list	Dave
2.	Plant information	Jerry
3.	Potential graduate students or researchers to assist in user survey, public involvement processes, and goat impact monitoring	Al
4.	Coordination with other agencies for information (DOE, ONP, Counties)	Carol
5.	Potential user mailing lists (ONF, Mount Baker - Snoqualmie National Forest)	Carol

Carol will expand the action plan to be more specific for her academic project. An outline is listed below. This outline will be "embellished" in her paper.

B. Fall 1989:

Task force will meet with existing information and set a specific schedule for task force meetings and public involvement processes.

C. Winter 1989/1990:

Task force will attempt to complete LAC steps through alternative opportunity class allocation.

D. Summer 1990:

Forest staff, task force, and public review alternative opportunity class allocations in the field.

E. Fall/Winter 1990:

Select alternative opportunity class allocation and decide how to keep process ongoing and up-to-date.

January 23, 1989

Meeting with Olympic National Park

Attendees
Carol Booth, Recreation Forester, Olympic National Forest
Paul Crawford, Resource Management Specialist, Olympic National Park
Ruth Scott, Resource Management Technician, Olympic National Park

Because the Park had been unable to attend the initial task force meeting, we met to discuss the Forest meeting and our respective processes and determine areas of cooperation.

Both agencies are interested in a public scoping process to determine public concerns and needs. We felt that this may be possible to develop a joint questionnaire. This will be pursued by Carol and Ruth.

We agreed to invite an agency representative to our respective task force meetings.

We also agreed to cooperate on terminology and to define the opportunity classes and related terminology as similarly as possible. Details and final regulations may and likely will differ. We will try to coordinate opportunity class allocations near the boundaries also, to avoid confusing the public.

United States Department of Agriculture

Forest Service

Olympic National Forest
Quilcene Ranger District
Quilcene, Washington 98376

Reply to: 2320/1950

Date: March 27, 1989

task force

Dear :

Enclosed are the notes from the March 13, 1989 Limits of Acceptable Change task force meeting. If you have questions, additions or corrections, please contact Carol Booth at 765-3368.

Presentation to the Forest Leadership Team of the Olympic National Forest Limits of Acceptable Change implementation proposal will be in mid-April. We will inform you of the results and confirm or change the tentative May 15 meeting date.

Once again, thank you for your interest and participation in developing the Olympic National Forest Limits of Acceptable Change Action Plan.

Sincerely,

Kathleen J. Snow
District Ranger

enclosure

Task Force Meeting #2
Limits of Acceptable Change Action Plan
Olympic National Forest Wildernesses
March 13, 1989

Objective: Complete action plan for presentation to the Forest Leadership Team in April.

12:45 - 1:15 **Final task force representation**

proposal: Base the task force representation on the concerns. Use the concerns list to be sure all are represented by someone or some organization. Go to the group headquarters for them to designate a representative.

1:15 - 2:15 **General public input**

The theory behind transactive planning is that the task force represents the public. However, we may want to do a little more. A proposal and options are listed below.

proposal: Using the Forest Plan response list, mail letters to people who responded on wilderness, unroaded and related concerns. The letter would inform them of our process, ask them if they would like to be kept informed and if they have questions or concerns to contact the Forest.

other options reviewed:
* questionnaire - costly, time consuming and not to scale
* wilderness rangers ask a certain set of questions - not convenient and not consistent
* Comment sheets at trailheads - limited audience

2:15 - 3:15 **Task Force responsibilities**

proposal:
* Core FS team draft each step
* at each meeting:
    1. Task force reviews the past step documentation and discusses how to handle the next step
    2. Different manager at each meeting to introduce and participate
* use task force for subcommittees

3:15 - 4:00 **Review action items, responsibilities and time frame (1 year)**

* review the attached list
* ideas for presentation to the Forest Leadership Team

March 13, 1989
Task Force Meeting #2 Minutes

Attendees:
Kathy Snow, Quilcene District Ranger
Dave Johnson, Quilcene Ranger District Fire and Recreation Staff, facilitator
Dennis Boyd, Backcountry Horsemen
Ruth Scott, Olympic National Park
Jerry Gorsline, Native Plant Society
Al Wagar, University of Washington
Olive Hull, Mountaineers

1. Task Force Representation

The group reviewed the issues to insure all were represented by a task force member. The group felt that it was important that members be designated by their organization. As they did this, they made a few minor organizational changes to the January minutes. All current members have been designated by their groups except for the Backcountry Horsemen. Carol will write a letter to the State chapter.

A. User competition/Needs

Hunting: need a representative, Carol will check with Forks sportsmen group, and Forest Plan list

Fishing: Trailblazers in Seattle (stocking question) if above groups cannot also represent fishing

Trappers: Same as above

Guides: Possible contacts: Jan Marts, Penstemon guide Service (Kit Neimann) and Watts-a-Llama. Contact to see if they think the Backcountry Horseman can represent their interests.

mushrooms: add to I.

other interests: add to #6. Olive will check to see that the Wilderness Society thinks the Mountaineers can represent their interests.

B. Sensitive Species

covered by Jerry

C. Exotics

includes animals and plants
plants covered by Jerry
animals covered by hunters, Forest, NPS, WDW,

D. Facilities

covered by all

E. Education

covered by all

F. Special

The following interest need to be informed and perhaps could assist in implementing the action plan.

historical: Steve Ricketts can discuss with the Jefferson County Historical Society

county: Larry Dennison, Jefferson County Commissioner
Economic Development Councils

adjacent owners: bull elk claim, and Tubal Cain Mine owner

G. Public Involvement

covered by all

H. Monitoring

covered by all

I. Environmental

covered by all

2. Public Involvement

Public involvement is accomplished primarily through the task force. However, the group thought it was important to solicit further public input.

alternatives

1. letter to Forest Plan concern group based on issues and concerns.
   good for general input

2. questionnaire - can be more directed, expensive, time frame

3. verbal interviews - informally done by wilderness rangers
   check with Roger Clark on procedure for informal
   may get social indicators

4. trailhead information sheet

5. media - get news articles on project when approved and during implementation

The group selected alternatives 1, 3 and 5.

Steps of general public input

The following steps will be the main areas of additional public involvement.

Step 1. Identify issues and concerns
Alternative 1 for public involvement will be implemented at this step.
The letter would address the points listed below.
   don't ask for task force members
   direct response to/through task force members whose names would be listed.
   share present issues and ask for additional
   summarize the LAC process

Step 4. Inventory - social conditions
Volunteers would be used on weed-ends to inventory/interview visitors, especially at trailheads. (Ruth is a source of volunteers)

   concern: some questions may be better addressed on site and in that case the wilderness rangers would do the monitoring.
Carol will contact Roger Clark for assistance in this step.

Step 8. Selection of preferred alternative
The public would be informed through the appropriate NEPA document.

3. Task Force Responsibilities

* use district representatives as core team
* Management representatives at each meeting
* Task force reviews, brainstorms, and provides assistance on subcommittees
* Core team writes and shares reports for review (use the phone and DG)

4. Action Items

This is a rough summary. Carol took detailed notes on the draft during the meeting.

1. Letter by 5/1/89

2. review concerns and draft opportunity classes by 5/1/89
   review Opportunity classes and select indicators by 5/15/89

3. Resource and Social conditions
   review opportunity classes and indicators by 6/15/89
   review inventory list
   brainstorm standards for indicators

4. task force wilderness trip in July (combine with Forest Leadership Team?)
   Resource inventories complete by 10/15
   Recruit goat student by 5/1/

5. standards for indicators
   define terminology (exotic, non-native, non-local)
   task force review inventory, brainstorm standards in Sept/Oct

6 - 7. Alternative Opportunity Classes and Management Actions Nov/Dec

8. Select alternative
   present by Feb/90

9. Document in March 1990

Ideas for the presentation:

Stress that the draft Forest Plan and other laws and policy state we must go through this process.

Do a flip chart showing how the task force members represent the concerns and relate it to transactive planning.

Emphasize the coordination with other agencies.

Carol Booth
Recreation Forester
Quilcene Ranger District

CHECK (X) APPROPRIATE CATEGORIES

PLEASE READ CODE BOOK PRIOR TO USING THIS CARD

CODE - A - SITE
(DISPERSED RECREATION SITE INVENTORY)
U S D A FOREST SERVICE
PACIFIC NORTHWEST FOREST & RANGE EXPERIMENT STATION
8-75 2109223X MANUAL OF INSTRUCTIONS MCBEE SYSTEMS SEATTLE, WA.

I DESCRIPTIVE

TYPE OF AREA (1): DISPERSED; BACK COUNTRY; WILDERNESS [X]; OTHER (SPECIFY →)

ACCESS
- (2) YEAR ROUND; SEASONAL [X] (SPECIFY →)
- (3) ROADS (SPECIFY NAME OR NO. IF ANY →): MAIN ROAD; SPUR ROAD; INFORMAL ROAD; 4 WHEEL DRIVE ROAD; OTHER (SPECIFY →)
- (4) TRAILS (SPECIFY NAME OR NO. IF ANY →): MAIN TRAIL; SPUR TRAIL; PATH [X]; CROSS COUNTRY; OTHER (SPECIFY →)
- (5) DISTANCE FROM TRAIL OR ROAD: 0 - 50' [X]; 51 - 100'; 101 - 200'; OVER 200'; 0 FT.
- (6) TYPE OF SITE (CHECK ONE FOR ROADED AREA): TURNOUT; TRAIL HEAD; ADJACENT ROAD; OTHER (SPECIFY →)
- (7) TENTS: TENT SUITABILITY ← YES ☐ NO; WHY? →; NO. OF TENT SPACES: 19
- (8) VEHICLES: VEHICLE SUITABILITY ← YES ☐ NO; WHY? →; NO. OF VEHICLE SPACES
- (9) SITE ORIGIN & CURRENT STATUS: OFFICIAL; IMPROMPTU [X]; UNIMPROVED; MINOR (SPECIFY →) IMPROVEMENTS; MAJOR (SPECIFY →) IMPROVEMENTS
- (10) OTHER SITES Camps: NO. IN VIEW: 0 (0; 1 - 3; 4 - 5; 6 +); NO. IN ½ MILE: 0 (0 [X]; 1 - 3; 4 - 5; 6 +)

KEY # — USE THIS AREA WHEN SPECIFICS ARE REQUIRED OR TO RECORD ADDITIONAL DATA

2 Snow (check dates) (A few patches 7-31-75)
4 Goat Lake Primitive Trail.
8 National Wilderness, no vehicles allowed.
9 8 fire rings present.
11 Goat Lake and tributaries. Water frozen in winter.
12 Scattered dispersed in small stands of subalpine fir.
14 Grasses and miscellaneous plants in meadow areas surrounding the lake, if meadows are "groups."
15-1 Hiking and backpacking.
20 Trail is very steep and hard to locate in some places; snow in winter.
(21) ~240 sq. ft. bare ground present due to camp use. An additional ~1200 sq. ft. bare ground

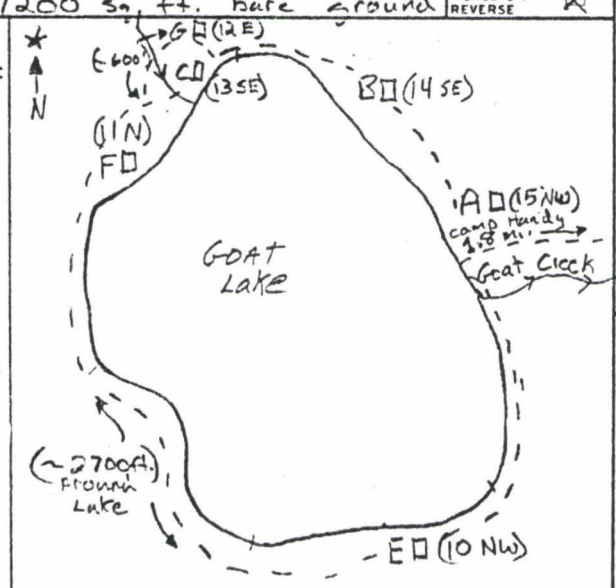
ADDITIONAL NOTES ON REVERSE [X]

VII SCHEMATIC DRAWING

USE BOX TO MAKE A ROUGH SKETCH OF SITE

INDICATE POSSIBLE TENT (X) AND VEHICLE (O) SPACES

INDICATE NORTH



VI ECOLOGICAL

- (22) FREQUENCY OF USE: CONSTANT; FREQUENT; MODERATE [X]; SLIGHT; INFREQUENT
- (26) ELEVATION: 5950 FEET; UNDER 1000; 1001-2000; 2001-3000; 3001-4000; 4001-5000; 5001-6000 [X]; 6001-7000; 7001-8000; 8001-9000; 9001-10,000; 10,001 +
- (25) EXPOSURE: NE NORTH; NW EAST [X]; SE SOUTH; SW WEST
- (24) CROWN COVER: NONE; 26-50%; 1-25%; 76-100%; 51-75% [X]
- (23) VEGETATION SPECIFY ON BACK; NO GROUND COVER
- (22) GROUND COVER: 26-50%; 1-25%; 76-100%; 51-75%
- (21) IMPACT OF PREVIOUS USE: EXTREME; HEAVY; MODERATE [X]; LIGHT

V
- (20) SPECIAL PROBLEMS FOR USER (← SPECIFY) NO ☐ YES → [X]

IV FACILITIES
- (19): NO FACILITIES [X]; GARBAGE CANS; INFORMATIONAL SIGNS; TABLES; FIREPLACE
- (18) TOILETS (SPECIFY LOCATION) ←: NONE [X]; PIT; PIT STRUCTURE; SEALED VAULT

EXTRA CODING FOR LOCAL USE (28)

B	A	☐N	☐C
D	C	☐A	☐E
F	E	☐N	☐G
H	G	☐-	☐I
J	I	☐N	☐K
L	K	☐A	☐M
N	M	☐N	☐O
P	O	☐-	☐-

II SITE RESOURCES

(11) WATER (SPECIFY LOCATION): ON SITE ← YES ☐ NO; OFF SITE ← YES ☐ NO; STREAM; SPRING; LAKE

FIREWOOD (12) (SPECIFY LOCATION): AVAIL — ALL YEAR; SEASONAL (SPECIFY →); SOURCE — ON SITE ← YES ☐ NO; OFF SITE ← YES ☐ NO; NATURAL; SLASH; OTHER; AMOUNT — ABUNDANT; AVAILABLE; SCARCE; NONE

(13) FIRE HAZARD ← YES ☐ NO DESCRIBE: ON SITE ← YES ☐ NO; OFF SITE ← YES ☐ NO; ABUNDANT; AVAILABLE; SCARCE; NONE

FORAGE (14) (SPECIFY TYPE & LOCATION): AMOUNT — 1; 2; 3; 4; 5

OTHER RESOURCES (15) (SPECIFY IN COMMENTS SECTION): FIREWOOD CUTTING; FISHING; BERRY PICKING; HUNTING; MUSHROOM COLLECTING; SCENERY; BRUSH PICKING; ROCK COLLECTING; HORSE LOADING RAMP; BOAT RAMP; OTHER — 1; 2

III AREA ATTRACTIONS & OPPORTUNITIES (16)

OTHER FACILITIES ← (SPECIFY) (17): 1; 2; 3

X	FOREST CODE	DISTRICT CODE	MGMT. UNIT	SITE NUMBER
	21 07	21 07	21 07	0'S 7421

REGION 06 FOREST Olympic 09 DISTRICT Quilcene 02

TOWNSHIP 27N RANGE 04W SECTION 9 DOT [ ] MGMT UNIT Goat Lake SITE NO. 0

DATE CODED 7/27/86 CODED BY J.D. Nole

GENERAL DESCRIPTION OF SITE

Campsites are located around Goat Lake, ~1.8 mile W of Camp Hardy shelter and TR. #833. Rock outcrops and small stands of sub-alpine fir "dot" The area, with shallow pond present also. A steep climb from camp Hardy, but worth it!

MANAGEMENT NOTES

(7-27-86)
Firewood is scarce. backpacking stoves should be used.

FUTURE MANAGEMENT RECOMMENDATIONS AND SITE COSTS

KEY # — **USE THIS AREA WHEN SPECIFICS ARE REQUIRED OR TO RECORD ADDITIONAL DATA**

(21) (continued): is present, but is in the form of "natural" shale/scree areas in sites "F" and "C". The soil ranges from moderate to heavy compaction, and site "A" has a few "chopped-up" trees present. Rehab ranges from easy to moderate, and could occur naturally in sites "B", "E", and "G" with discontinued use due to their meadow locations.

21 7-31-88: All sites appear the same as in 1987, with the exception of sites "C", "F", and "G," which seem to have received little use and appear in slightly "better" condition than in 1987.

(23) ON SITE VEGETATION: Sub-alpine fir, Pine, Willow; Ground Cover - Grasses, Pearly everlasting, Bistort, Gentian, Penstemon, Buttercup, Thistle, Elephant head, Heather, Juniper, Yarrow, Phlox, Cussik's Speedwell, Kinickinic, sedum.

(23) OFF SITE VEGETATION: Basically the same, but more forested to the E, and "Rocky" in other directions.

CHECK (X) APPROPRIATE CATEGORIES

PLEASE READ CODE BOOK PRIOR TO USING THIS CARD

CODE - A - SITE
(DISPERSED RECREATION SITE INVENTORY)
U S D A FOREST SERVICE
PACIFIC NORTHWEST FOREST & RANGE EXPERIMENT STATION
5-75 265072-73X McBEE SYSTEMS - SEATTLE, WA

TYPE OF AREA (1)
- ( ) DISPERSED
- ( ) BACK COUNTRY
- (X) WILDERNESS
- ( ) OTHER (SPECIFY →)

(2)
- ( ) YEAR ROUND
- (X) SEASONAL (SPECIFY →)

ACCESS

ROADS (SPECIFY NAME OR NO. IF ANY →) (3)
- ( ) MAIN ROAD
- ( ) SPUR ROAD
- ( ) INFORMAL ROAD
- ( ) 4 WHEEL DRIVE ROAD
- ( ) OTHER (SPECIFY →)

TRAILS (SPECIFY NAME OR NO IF ANY →) (4)
- ( ) MAIN TRAIL
- ( ) SPUR TRAIL
- (X) PATH
- ( ) CROSS COUNTRY
- ( ) OTHER (SPECIFY →)

DISTANCE FROM TRAIL OR ROAD (5)
- ( ) 0 - 50'
- (X) 51 - 100'
- ( ) 101 - 200'
- ( ) OVER 200'

80 NW FT

TYPE OF SITE (CHECK ONE FOR ROADED AREA) (6)
- ( ) TURNOUT
- ( ) TRAIL HEAD
- ( ) ADJACENT ROAD
- ( ) OTHER (SPECIFY →)

TENTS
TENT SUITABILITY ← (X) YES ( ) NO
NO OF TENT SPACES: 3
WHY? → (7)

VEHICLES
VEHICLE SUITABILITY ← ( ) YES (X) NO
NO OF VEHICLE SPACES:
WHY? → (8)

SITE ORIGIN & CURRENT STATUS (9)
- ( ) OFFICIAL
- (X) IMPROMPTU
- ( ) UNIMPROVED
- (X) MINOR (SPECIFY →) IMPROVEMENTS
- ( ) MAJOR (SPECIFY →) IMPROVEMENTS

OTHER SITES (10)

NO IN VIEW: 4

NO IN 1/2 MILE: 5

DESCRIPTIVE

KEY #	USE THIS AREA WHEN SPECIFICS ARE REQUIRED OR TO RECORD ADDITIONAL DATA
2	Snow (check dates). (A few patches 7-31-75)
4	Goat Lake Primitive Trail.
8	National Wilderness, no vehicles allowed.
9	2 firerings present, although only one appears to be in use.
11	Goat Lake, ~ 30 ft. W, is frozen in the winter. Also nearby stream.
12	Scattered throughout area in small stands of subalpine fir.
14	Grasses and misc. small plants in meadow surrounding the Goat Lake area.
17	Hiking and backpacking.
20	Trail is very steep, and hard to locate in places; snow in winter.
21	~ 200 sq. ft. bare ground present due to site use. The thin, rocky soil is heavily compacted, and a

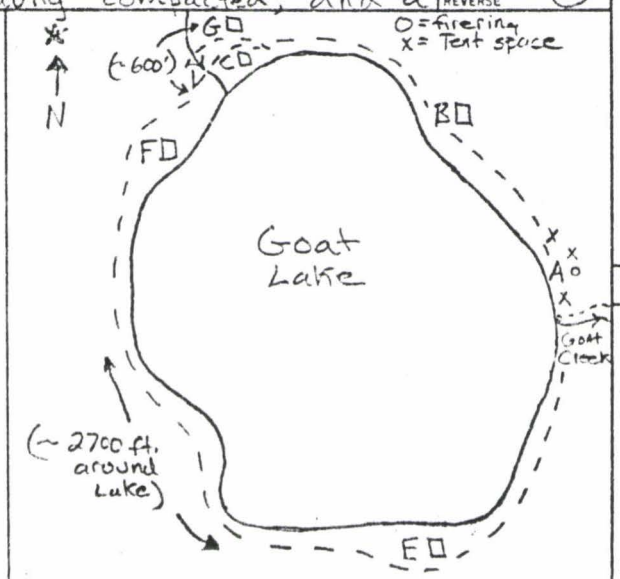
ADDITIONAL NOTES ON REVERSE (X)

VII SCHEMATIC DRAWING

USE BOX TO MAKE A ROUGH SKETCH OF SITE

INDICATE POSSIBLE TENT (X) AND VEHICLE (O) SPACES

INDICATE NORTH



VI ECOLOGICAL

EXTRA CODING FOR LOCAL USE (28)
B A / D C / F E / H G / J I / L K / N M / P O

FREQUENCY OF USE (27)
- ( ) CONSTANT
- (X) FREQUENT
- ( ) MODERATE
- ( ) SLIGHT
- ( ) INFREQUENT

ELEVATION (26)
5950 FEET
- ( ) UNDER 1000
- ( ) 1000-2000
- ( ) 2001-3000
- ( ) 3001-4000
- (X) 4001-5000
- ( ) 5001-6000
- ( ) 6001-7000
- ( ) 7001-8000
- ( ) 8001-9000
- ( ) 9001-10,000
- ( ) 10,000+

EXPOSURE (25)
- ( ) NE
- ( ) NORTH
- (X) NW
- ( ) EAST
- ( ) SE
- ( ) SOUTH
- ( ) SW
- ( ) WEST

CROWN COVER (24)
- ( ) NONE
- ( ) 26-50%
- (X) 1-25%
- ( ) 76-100%
- ( ) 51-75%

GROUND COVER (22)
(23) VEGETATION SPECIFY ON BACK
- ( ) NO GROUND COVER
- ( ) 26-50%
- ( ) 1-25%
- ( ) 76-100%
- ( ) 51-75%

IMPACT OF PREVIOUS USE (21)
- ( ) EXTREME
- (X) HEAVY
- ( ) MODERATE
- ( ) LIGHT

V
(20) SPECIAL PROBLEMS FOR USER (← SPECIFY) NO ( ) YES (X)

IV FACILITIES

(19)
- (X) NO FACILITIES
- ( ) GARBAGE CANS
- ( ) INFORMATIONAL SIGNS
- ( ) TABLES
- ( ) FIREPLACE

TOILETS (18) (SPECIFY LOCATION ←)
- (X) NONE
- ( ) PIT
- ( ) PIT STRUCTURE
- ( ) SEALED VAULT

II SITE RESOURCES

(11) WATER (SPECIFY LOCATION)
- ON SITE ← (X) YES ( ) NO
- OFF SITE ← ( ) YES ( ) NO
- ( ) STREAM
- ( ) SPRING
- (X) LAKE

FIREWOOD (12) (SPECIFY LOCATION ↑)
AVAIL: ALL YEAR (X); (SEASONAL (SPECIFY →))
SOURCE: ON SITE ← ( ) YES ( ) NO; OFF SITE ← ( ) YES ( ) NO; NATURAL; SLASH; OTHER
AMOUNT: ABUNDANT; AVAILABLE; SCARCE; NONE

FORAGE (13) (SPECIFY TYPE & LOCATION ↑)
FIREWOOD RESTRICTED ← ( ) YES (X) NO DESCRIBE
SOURCE: ON SITE ← ( ) YES ( ) NO; OFF SITE ← ( ) YES ( ) NO
AMOUNT: ABUNDANT; AVAILABLE; SCARCE; NONE

OTHER RESOURCES (15) (SPECIFY IN COMMENTS SECTION ↑)
1 2 3 4 5

III AREA ATTRACTIONS & OPPORTUNITIES (16)
FIREWOOD CUTTING; FISHING; BERRY PICKING; HUNTING; MUSHROOM COLLECTING; SCENERY; BIRD WATCHING; ROCK COLLECTING; HORSE LOADING RAMP; BOAT RAMP; OTHER

OTHER FACILITIES (← SPECIFY) (17)
1 2 3 1 2

X	FOREST CODE	DISTRICT CODE	MGMT. UNIT	SITE NUMBER
	21	21	21	0'S HUNDREDS TENS UNITS
	06	09	02	

REGION 06 FOREST Olympic 09 DISTRICT Quilcene 02

TOWNSHIP 27N RANGE 04W SECTION 9 DOT [+] MGMT UNIT Goat Lake SITE NO. A

DATE CODED 7/27/86 CODED BY J.D. Hoke

GENERAL DESCRIPTION OF SITE

Site is located ~1.8 miles W of Camp Handy at Goat Lake amongst small meadows and rockoutcrops. One of the tent sites is quite flat, and water is readily available. Good view in every direction. One of the more scenic sites at Goat Lake.

MANAGEMENT NOTES

(7-27-86)
Firewood is scarce, backpacking stoves should be used.

FUTURE MANAGEMENT RECOMMENDATIONS AND SITE COSTS

KEY #	USE THIS AREA WHEN SPECIFICS ARE REQUIRED OR TO RECORD ADDITIONAL DATA
21	(continued): few "chopped-up" trees are also present. Rehab would be difficult.
10	Sites in view include "B", "C", and "F" to the NW, and "E" to the SW.
21	7-31-88: No visual change in impact since 1987. Frequency and impact of use still the same as in 1986.
23	ON SITE VEGETATION Sub-alpine fir, Pine; Ground cover- Juniper, heather, penstemon, Kinnikinic, bistort, sedum, and misc. small plants.
23	OFF SITE VEGETATION Basically the same but "thicker!"

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

*- 2322 - WILDERNESS PLANNING.

2322.03 - Policy.

1. Wilderness is to be managed to prevent degradation (see FSM 2320.6, FSH 2309.19: 20.7 & 21.1). The nondegradation principle seeks to maintain each Wilderness in at least as wild a condition as it was at the time of classification. If conditions are not known and cannot be reconstructed for the time of classification, the first Wilderness condition inventory should be used as the bench mark for maintaining Wilderness conditions. Nondegradation applies to all values of Wilderness: social, physical, and biological factors (see 36 CFR 293.2 and FSH 2309.19: 21.1). Additionally, we must seek to improve conditions in situations where natural processes are not operating freely, and where any of the values for which a Wilderness was created are impaired (see 36 CFR 293.2). An example of this situation is when a core area of a Wilderness does not meet at least Primitive Wilderness Resource Spectrum (WRS) conditions. Core areas are essentially all areas within Wilderness where physical conditions and locations allow them to be managed to exclude seriously detracting evidence of present day civilization and its technology.

It is the intent of this nondegradation policy to assure that appropriate diversity and Wilderness character are maintained. Furthermore, the wildest areas of a Wilderness must not be changed to a lesser standard of naturalness to disperse and accommodate more use (see 36 CFR 293.2).

Several steps need to be accomplished in order to implement this policy:

a. Documenting a bench mark of naturalness and level of solitude.

b. Establishing a resource and WRS inventory in conjunction with the Forest Land Management Plan. The WRS is associated with the Recreation Opportunity Spectrum (ROS). WRS relationship to ROS is displayed in Exhibit 1.

c. Meeting standards for management, including programming funds and work force as necessary.

d. Monitoring and evaluation. -*

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

*- Exhibit 1

ROS:	PRIM	SPNM	SPM	RN	RM	RURAL
WRS						
Pristine	N	++++++++++++++++++++++++++++++++++++++				
Primitive	FC-N	++++++++++++++++++++++++++++++++++++++				
Semi-Primitive	FC	N*	++++	1/	++++++++++++++++++++++++	
Transition	FC		N*	++++++++++	2/	++++++++++++++++++

LEGEND

N = Normally acceptable conditions in accordance with the Wilderness Act.

N* = Wilderness laws and regulations will normally require a more restrictive social and managerial setting than allowed by semi-primitive ROS definition.

FC = Fully compatible conditions.

1 = An inconsistency with the norm in that a motorized trail or primitive road may be allowed for access to a valid mining claim. The inconsistency should be managed to meet the WRS semi-primitive criteria as close as possible.

2 = An inconsistency with the norm in that social encounters adjacent to some trail heads may exceed levels of social interactions desirable for a Wilderness experience. Effort should be made to disperse concentrated use as quickly as possible, but there are going to be some areas which may be managed to allow for this kind of use.

+ = Unacceptable conditions.

*- 2. Direction for Wilderness management must be established within the Forest Land and Resource Management Plan. Schedules shall be established to implement the Forest Plan direction.

The Wilderness component of the Forest Plan must include the following:

a. Quantifiable objectives for guiding the management of the area.

b. Documentation of a WRS inventory.

c. A visitor use capacity estimate for each class or more localized areas, and a description of methods to be used for managing visitor use.

d. An estimate of capacity must be documented with criteria which will allow future monitoring.

e. Development of a Limit of Acceptable Change (LAC) and carrying capacity estimate. This will require some or all of the following:

(1) Code-a-Site or other site inventory information.

(2) Visitor use information.

(3) Projection of future trends of recreational use.

(4) Utilization of resource information/inventories including: Soil Resource Inventory, Forest trail assessment and plan, TRI Eco-system, fire studies and fire management plans, information on threatened and endangered species, Wilderness research findings, range allotment plans, estimates of forage outside allotments and/or other information.

LAC should not be confused with a management objective that one is attempting to achieve. LAC is a maximum limit of negative change allowed. -*

*- 3. Decisions on WRS allocations should be made within each Wilderness by considering existing conditions and long-range Wilderness management objectives. Management direction shall be to meet primarily Pristine and Primitive WRS objectives (see exhibit 2), including at most destination areas such as lakes. Areas within Wilderness that are adjacent to a Wilderness boundary, and which are influenced by outside activities, may necessitate that the influence zone be in a Semi-Primitive WRS setting (see exhibit 2). In addition, a Semi-Primitive WRS social setting objective may be appropriate inside Wilderness in areas that are adjacent to Wilderness boundaries and receive a high demand for day use, or receive high levels of transitional use as visitors disperse to a core area that is being managed for a Pristine or Primitive WRS setting.

WRS allocations must be based on long-term Wilderness objectives and not necessarily on maintaining the inventoried situation. For example, a portion of a Wilderness may meet the biological and physical criteria for a Primitive WRS, but the use level meets the Semi-Primitive WRS social setting criteria. Rather than allocate to Semi-Primitive and perpetuate the inconsistency in settings, it would be more appropriate to allocate as Primitive and implement actions to manage the social setting to meet the Primitive criteria.

WRS classes displayed in Exhibit 2 should be used for inventories, with the class best meeting an area's existing characteristics being identified as the existing condition.

It is the intent that the Forest Land Management Plan and Environmental Impact Statement will establish management direction, opportunity classes, and standards that meet specific Wilderness resource needs; however, where this has not occurred or where the direction is incomplete, the standards shown in exhibit 2 will serve in the interim. -*

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

*- Exhibit 2

STANDARDS AND GUIDELINES - PRISTINE

AREA CHARACTERISTICS: Area is characterized by an extensive unmodified natural environment. Natural processes and conditions have not and will not be measurably affected by the actions of users. The area is managed to be as free as possible from the influence of human activities. People are only brief visitors. Essentially no facilities are required to protect the Wilderness resource. Terrain and vegetation allow extensive and challenging cross-country travel.

Experience Opportunity: Provides the most outstanding opportunity for isolation and solitude, free from evidence of past human activities and with very infrequent encounters with other users. The user has outstanding opportunities to travel cross-country utilizing a maximum degree of primitive skills, often in an environment that offers a high degree of challenge and risk.

PHYSICAL/BIOLOGICAL STANDARDS:

Ecological Elements: Management shall be to sustain or enhance the natural ecosystems. Adjacent areas and classes must be managed to protect the natural integrity of the area.

Air

Air quality resulting from outside activities is maintained as per Federal Clean Air Act and State standards. Air quality is not degraded as a result of recreational use, such as from campfire smoke.

Soils

Displacement and erosion of soil resulting from human activity will be limited to a rate that closely approximates the natural process.

Soil compaction should not exceed limits which will prevent natural plant establishment and growth.

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRISTINE

Water

Maintain the natural quality of streams and lakes. There should be no measurable degradation of water quality as a result of human activity, including Forest Service administrative use.

Vegetation

Maintain healthy, native vegetation. Vegetative loss should not exceed 225 square feet at any impacted site, and less than 0.5 percent of any acre.

Due to human activities, there should be no loss of trees, and there should be fewer than 2 trees with exposed roots per impacted site.

There shall be no long-term modification of natural plant succession as a result of human activities. Acceptable modifications are those which will recover in one growing season.

All dead, standing vegetation should be left in place.

Snags and down vegetation should be managed to approximate natural conditions.

Fish and Wildlife

Manage to allow natural ecological successions, including natural infestations of insects, to operate freely, insofar as they do not endanger significant resources outside Wilderness.

Maintain fish and wildlife indigenous to the Wilderness with emphasis on preservation of threatened and endangered species.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRISTINE (cont.)

Riparian habitat must be protected from human and livestock changes (see FSM 2636.4).

Visitor use shall seldom and only temporarily displace wildlife populations.

Displacement of wildlife due to visitor use can be significant, and should be an overriding concern in Wilderness where the primary objective is to maintain a natural ecosystem. Visitor use must not decrease habitat effectiveness in this class for any species by more than 10 percent. An indirect measure of visitor effects on wildlife can be travel route density. For example: specific to deer and elk there should be an average commonly used user-made travel route (see trails) density of less than 0.4 mile per 640 acres, throughout suitable habitat areas.

Scenery

Camping areas should be located within forested areas on litter where possible. In all cases, sites should be located to take advantage of topographic and vegetative screening. Camps should be located at least 200 feet from lakes, other camps and key interest features.

Human activities should remain subordinate in foreground distance zones. Human activities should not be recognizable in middle-ground distance zones.

Livestock

To provide an opportunity free from the influence of human activities and to maintain the integrity of natural ecological processes, this class should not include commercial allotments.

SOCIAL STANDARDS

Encounters

There should be at least an 80 percent probability of not more than one encounter per day between groups during all use periods.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRISTINE (cont.)

SOCIAL STANDARDS (cont.)

Group Size

Maximum party size should be 6 people. Livestock limits should be based on vegetation and soil impacts, and in all cases must not exceed 9 head total.

Camps

There should be no other camps visible (within 500 feet) or audible from any site. Naturalize most, if not all, campfire sites.

Livestock

Recreation stock is held overnight at least 200 feet from lakes and streams and away from camp areas.

Pets

Pets must be under reliable voice control and/or physical restraint. They may be banned for the protection of wildlife populations and to decrease resource impacts.

MANAGERIAL STANDARDS

Off-Site Evidence of Control

Management control necessary to protect the ecological and social elements throughout the Region's Wildernesses are evident outside the Wilderness and at trail heads and boundary portals. Formal regulations, orders, and/or permits may be necessary to achieve management objectives. Formal and informal user education programs shall be initiated to inform users about what to expect and how to use the area for optimum benefit of all. Information Service actions are designed to help meet management objectives rather than to promote use.

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRISTINE (cont.)

MANAGERIAL STANDARDS (cont.)

On-Site Evidence of Controls

Patrols and monitoring of conditions by Forest Service and other appropriate state and Federal management personnel is conducted as necessary to achieve management objectives.

Signs

Within the class use only the minimum signing that is essential to protect the Wilderness resource.

Trails

There shall be no system trails in this WRS class. User travel must be managed so visitor use travel routes are not readily apparent or appear to be wildlife trails. Where natural appearing travel routes have been created from visitor use, they must not be shown on maps or Forest Service trail guides.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRIMITIVE

AREA CHARACTERISTICS: Area is characterized by essentially unmodified natural environment. Concentration of users is low and evidence of human use is minimal.

The area is managed to be essentially free from evidence of human-induced restrictions and controls. Only essential facilities for resource protection and safety are used and are constructed of native or natural appearing materials. No facilities for comfort or convenience of the user are provided. Visitors are encouraged to disperse to desirable existing sites to minimize contacts with other groups.

Experience Opportunity: High opportunity for exploring and experiencing considerable isolation, solitude, and self-reliance through application of primitive recreation skills in an environment that offers a high degree of challenge and risk.

PHYSICAL/BIOLOGICAL STANDARDS:

Ecological Elements: Management goal shall be to sustain or enhance the natural ecosystems.

Air

Air quality resulting from outside activities is maintained as per Federal Clean Air Act and State standards. Air quality is not degraded as a result of recreational use, such as from campfire smoke.

Soil

Displacement and erosion of soil resulting from human activity will be limited to a rate that closely approximates the natural process.

Soil compaction should not exceed limits which will prevent natural plant establishment and growth, except at some campsites (see vegetation), administrative facilities, and in standard designated trail tread.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRIMITIVE (cont.)

Water

Maintain the natural quality of streams and lakes. Activities should not degrade water quality except for temporary changes which are transitory in nature, such that the water quality returns to its previous level when the activity ceases.

Vegetation

Vegetative loss should not exceed 400 square feet at any site (1.0 percent of any acre). Due to human activities, there should be no loss of trees, and fewer than 4 trees with exposed roots per impacted site.

There should be no long-term modification of natural plant succession as a result of human activities on areas outside of campsites, trails, and administrative sites. Acceptable modifications are those which will recover in one growing season.

All dead, standing vegetation should be left in place, except to protect major bridges.

Dead standing (snags) and down vegetation must be managed to approximate natural conditions. Dead and down vegetation may be utilized in amounts that can be replaced annually through natural accumulation.

Vegetation impacts along trails must be confined to the planned location and to meet the objectives of the trail.

Fish and Wildlife

Manage to allow natural ecological successions, including natural infestations of insects, to operate freely, insofar as they do not endanger significant resources outside Wilderness.

Riparian habitat should be protected from human and livestock damage (see FSM 2636.4).

Visitor use must not displace wildlife from critical areas during critical periods (such as fawning, and winter range areas).

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRIMITIVE (cont.)

Maintain fish and wildlife indigenous to the Wilderness with emphasis on preservation of threatened and endangered species.

Displacement of wildlife due to visitor use can be significant, and should be an overriding concern in Wilderness where the primary objective is to maintain a natural ecosystem. Visitor use must not decrease habitat effectiveness in this class for any species by more than 20 percent. An indirect measure of visitor effects on wildlife can be travel route density. For example: specific to deer and elk there should be an average trail density (system and commonly used user-made) of less than 0.8 mile per 640 acres throughout suitable habitat areas.

Scenery

Camping areas should be located within forested areas on litter where possible. In all cases, sites should be located to take advantage of topographic and vegetative screening. Camps should be located at least 200 feet from lakes, trails, other camps and key interest features. Site design (such as trails) should remain subordinate to the natural landscape.

Human activities should remain subordinate in foreground distance zones. Human activities should not be recognizable in middle-ground distance zones.

Facilities, including trails, should be harmonious with natural landscape in middleground and background distance zones. Native and natural materials must dominate.

Livestock

Commercial livestock grazing is permitted under approved management plans to the extent that such use is compatible with all resource values.

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRIMITIVE (cont.)

SOCIAL STANDARDS

Encounters

Emphasis is on little or no interparty contact. There should be at least an 80 percent probability during all use periods of less than 7 other groups encountered per day while travelling along trails. Attempt to minimize conflicts between hiking and horseback groups at entry points, along travel routes, and at campsites.

Group Size

Party size limits should range from 6 to 12 people depending on the actual number of encounters in an area. Livestock limits should be based on vegetation and soil impacts, and in all cases must not exceed 18 head total. Only allow the party size to approach 12, and the number of livestock to approach 18, when 4 encounters or less are expected.

Camps

Campsites should provide a high degree of solitude. There must be greater than a 80 percent probability that one or fewer campsite is visible (within 500 feet) or audible from any other campsite.

Camps should be separated from other campsites and set back from trails, meadows, lakes, and streams at least 200 feet, where feasible.

Open fires may be banned or limited.

Livestock

Grazing stock is permitted except in established camp areas. Recreation stock is held overnight at least 200 feet from lakes and streams, away from camp areas, and out-of-sight trails.

Pets

Pets must be under reliable voice control and/or physical restraint. They may be banned for the protection of wildlife populations and to decrease resource impacts.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - PRIMITIVE (cont.)

MANAGERIAL STANDARDS

Off-Site Evidence of Control

Management control necessary to protect the ecological and social elements throughout the Region's Wildernesses are evident outside the Wilderness and at trail heads and boundary portals. Formal regulations, orders, and/or permits may be necessary to achieve management objectives. Formal and informal user education programs shall be initiated to inform users about what to expect and how to use the area for optimum benefit of all. Information Service actions are designed to help meet management objectives rather than to promote use.

On-Site Evidence of Control

There is a periodic presence of Wilderness Rangers, technicians engaged in monitoring or project work, and trail crews. Management personnel shall conform to party size limitations, established social and ecological element standards, and where feasible work should be scheduled for low-use periods.

Signs

Within the class provide minimum signing necessary to protect Wilderness resources. Visitor takes primary responsibility for personal safety. No more than one sign with a maximum of two route indicators to be placed at trail junctions. Distances shall not be provided. Geographic features may be labeled on maps but shall not be signed.

Signing must be the minimum needed and primarily for resource protection. Destination signing is not permitted.

Trails

Trails should be constructed and maintained to most difficult standards (see FSH 2309.18, Trails Management Handbook). Trails must not access all attraction features, such as lakes. Allow for cross-country travel within this class to provide a broad range of recreation experiences and to manage use levels. Trail construction projects in untrailed drainages or to new destinations must be addressed in the Forest Plan.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - SEMI-PRIMITIVE (and Transition)

AREA CHARACTERISTICS: Area is characterized by predominately unmodified natural environment of moderate size. Concentration of users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present but are subtle. Facilities are only provided for the protection of Wilderness resource values rather than visitor comfort or convenience. Materials should be natural or natural appearing.

Experience Opportunity

Moderate opportunities for exploring and experiencing isolation (from the sights and sounds of people); independence; closeness to nature; tranquility and self-reliance through the application of no trace and primitive skills in a natural environment that offers a moderate to high degree of challenge and risk.

PHYSICAL/BIOLOGICAL STANDARDS:

Ecological Elements: Management shall be to sustain the natural ecosystems.

Air

Air quality resulting from outside activities is maintained as per Federal Clean Air Act and State standards. Air quality is not degraded as a result of recreational use, such as from campfire smoke.

Soils

Displacement and erosion of soil resulting from human activity will be limited to a rate of natural processes.

Soil compaction should not exceed limits which will prevent natural plant establishment and growth, except at desired campsites (see vegetation), administrative facilities and on designated trail tread.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - SEMI-PRIMITIVE (cont.)
(and Transition)

Water

Maintain the natural quality of streams and lakes. Activities should not degrade water quality except for temporary changes which are transitory in nature.

Vegetation

Maintain healthy, native vegetation. Vegetative loss should not exceed 625 square feet at any impacted site and 1.5 percent of any acre. There should be no trees lost as the result of human activity. There should be no more than 6 trees per site that show signs of visitor use associated damage.

There should be no long-term modification of natural plant succession as a result of human activities on areas outside accepted campsites, trails, and administrative sites. Acceptable modifications are those which will recover in one growing season.

Dead standing (snags) and down vegetation should be managed to approximate natural conditions. All dead standing vegetation should be left in place, except at major bridges. Dead, down vegetation may be utilized in amounts that can be replaced annually through natural accumulation.

Vegetation impacts along trails must be confined to the planned location and to meet management objectives of the trails.

Fish and Wildlife

Manage to allow natural ecological successions, including natural infestations of insects, to operate freely, insofar, as they do not endanger significant resources outside Wilderness.

Maintain fish and wildlife indigenous to the Wilderness with emphasis on preservation of threatened and endangered species.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - SEMI-PRIMITIVE (cont.)
(and Transition)

Visitor use must not displace wildlife from critical areas during critical periods, such as fawning and winter range areas.

Riparian areas should appear to be unchanged by human and livestock use (see FSM 2636.4).

Displacement of wildlife due to visitor use can be significant, and should be an overriding concern in Wilderness where the primary objective is to maintain a natural ecosystem. Since only a relatively small percentage of any Wilderness is managed in this class, evaluations of visitor use effects on habitat effectiveness should include adjacent areas. Visitor use must not decrease habitat effectiveness in each Wilderness (average of all WRS classes) for any species by more than 20 percent.

Scenery

Camping areas should be located within a forested area and on litter where possible. In all cases, sites should be located to take advantage of topographic and vegetative screening. Camps should be located at least 200 feet from lakes, trails and key interest features. Site design (such as trails) should remain subordinate to the natural landscape.

Human activities should remain subordinate in foreground distance zones. Human activities should not be recognizable in middle-ground distance zones.

Native and natural materials must dominate. Dimensional and non-native materials may be acceptable but must remain subtle to the Wilderness user.

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - SEMI-PRIMITIVE (cont.)
(and Transition)

Facilities, including trails, should be harmonious with natural landscape in middleground and background distance zones.

Evidence of Human Activities

There is no permanent human evidence except for facilities and structures that qualify as historically significant or as otherwise authorized by provision of the Wilderness Act and/or other legislation.

Livestock

Commercial livestock grazing is permitted under approved management plan to the extent that such use is compatible with all resource values.

SOCIAL STANDARDS

Encounters

Emphasis is on little interparty contact. There should be at least an 80 percent probability during all use periods of less than 10 other groups encountered per day while travelling along trails. In areas that are adjacent to Wilderness boundaries and receive a high public demand for day use, or in areas that receive high levels of transitional use as visitors disperse to a core area that is being managed for a Pristine or Primitive WRS class, there may be up to 12 encounters per day.

Attempt to minimize conflicts between hiking and horseback groups at entry points, along travel routes, and at campsites.

Group Size

Party size limits should range from 6 to 12 people depending on the actual number of encounters in an area. Livestock limits should be based on vegetation and soil impacts, and in all cases must not exceed 18 head total. Only allow the party size to approach 12, and the number of livestock to approach 18, when 6 encounters or less are expected.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - SEMI-PRIMITIVE (cont.)
(and Transition)

Camps

Campsites should provide a moderate degree of solitude. There should be an 80 percent probability that 2 or fewer other campsites are visible (within 500 feet) or audible from any campsite.

Camps should be separated from other camps and set back from trails, meadows, lakes and streams, 200 feet where possible. Campsites may be designated by regulation and/or permit.

Open fires may be banned or limited to designated sites only. Primitive toilet facilities should only be used in extreme cases, but are permissible for resource protection and human safety if all other resource changes are within the limits of acceptable change.

Livestock

Grazing of stock is permitted except in camp areas. Stock is held overnight at least 200 feet from lakes and streams and out of sight of camp areas and trails.

Pets

Pets must be under reliable voice control and/or physical restraint They may be banned for the protection of wildlife populations and to decrease resource impacts.

MANAGERIAL STANDARDS

Off-Site Evidence of Controls

Management control necessary to protect the ecological and social elements throughout the Region's Wildernesses are evident outside of Wilderness and at trail heads and boundary portals. Formal regulations, orders, and/or permits may be necessary to achieve management objectives. Formal

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 2 (cont.)

STANDARDS AND GUIDELINES - SEMI-PRIMITIVE (cont.)
(and Transition)

MANAGERIAL STANDARDS (cont.)

Off-Site Evidence of Control (cont.)

and informal user education programs shall be initiated to inform users about Wilderness values and how to use the area for optimum benefit to all. Information Service actions are designed to help meet management objectives rather than to promote use.

On-Site Evidence of Control

There is a moderate presence of Wilderness Rangers, technicians engaged in monitoring or project work, and trail crews. Management personnel shall conform to party size limitations, established social and ecological element standards, and where feasible, work should be scheduled for low-use periods.

Signs

Within the class, place the minimum number of signs necessary to protect the Wilderness resources. A maximum of two directional signs with a maximum of two route locations per sign may be placed at trail junctions. Geographic features may be labeled on maps but must not be signed.

Trails

Trails should be constructed and maintained to more and most difficult standards (see FSH 2309.18, Trails Management Handbook). Trails should not access all attraction features, such as lakes. Allow for cross-country travel within this class to provide a range of recreation experiences and to manage use levels. Trail construction projects in untrailed drainages or to new destinations must be addressed in the Forest Plan. -*

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

*- 4. Standards displayed in Exhibit 3 were developed to define standard and less than standard levels of management for Wilderness programs. These standards should be used for planning Wilderness management activities until the Wilderness portion of the Forest Plan implementation schedule is developed.

Exhibit 3

WILDERNESS MANAGEMENT STANDARDS

Standard Level of Management

A. Planning

1. An approved and current[1] version of one of the following plans is directing Wilderness management on 100 percent of the acres.

- Forest Land and Resource Management Plan
- Wilderness Management Plan
- Interim Wilderness Management Plan

2. An annual implementation schedule or action plan is prepared to provide specific assignments, target, and dates, to accomplish Management Plan direction for each Wilderness or field Unit administering a Wilderness.

3. Enough documented coordination exists between Wilderness planning and other planning (such as, range allotment, trails, transportation, sign, fire, fish and wildlife, search and rescue) to secure benefits and resolve major conflicts. This coordination is accomplished through the Forest Plan, particularly for those resources and functional plans which affect the establishment of limits of acceptable change standards for Wilderness.

4. All Management Plan direction is prioritized so that work projects are selected based on priorities. Implementation occurs within appropriate prescribed time schedules for 80 percent or more of total projects.

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[1] Current is defined as applicable to problems and opportunities confronting managers and in conformance with National and Regional FS Manual direction.

Exhibit 3 (cont.)

B. Administration

1. There is at least one trained Wilderness Ranger per 100,000 acres or 20,000 visitor days of use. For smaller or lighter used Wildernesses, there is at least one trained Wilderness Ranger for each field unit that has Wilderness management responsibilities.

2. Receptionists and information disseminating personnel are given updated information at least weekly during heavy use season and as frequently as needed during remainder of use season. Updates include trail conditions, Wilderness use opportunities and restrictions.

3. Education efforts are guided by current written direction and undertaken to the extent required by the magnitude of Wilderness problems and use levels and may consist of:

a. An ongoing outreach program using the media, guidebook, authors, and other opportunities to inform large numbers of potential visitors about Wilderness objectives and user ethics (such as, limits on number of visitors, and No-Trace).

b. Annual contacts are made with 25 percent of the major identifiable user groups (such as, trail clubs, organizations, and Scout Councils) to inform leaders and members regarding Wilderness objectives and problems (such as, No-Trace, party size). A different sector of the user groups are covered annually over a 4-year period.

c. Annual contacts are made with grade school classes (recommend 6th grade) within the zone of influence as identified by the Forest Supervisor.

d. Contacts are made at major entry points with over 60 percent or more of the people in each primary user group (such as, hikers, equestrians, hunters, and mountain climbers).

e. Contacts within Wilderness are made at a level which is appropriate to the objectives for individual WRS classes.

f. Contacts are made with other Forests to exchange successful information and education techniques.

4. Trail head information facilities (such as, bulletin boards, permit/registration stations, portals) are kept neat, posted with appropriate instructions and information, and adequately supplied with permits, and registration cards. During the medium or heavier use season(s), 80 percent of these facilities are kept current.

TITLE 2300 - RECREATION, WILDERNESS, AND RELATED RESOURCE MANAGEMENT

Exhibit 3 (cont.)

5. Wilderness permit or registration system is in place and operating as per plan direction.

User compliance rate is monitored so that use statistics may be adjusted accordingly. Compliance checks in the field are done to at least 90 percent of the planned level.

6. Limits of acceptable change for all resources/values (including recreation, water, soil, vegetation, fish and wildlife, and air quality) are monitored according to schedule with 90 percent of the annually planned measurements accomplished.

7. Problems identified during monitoring are evaluated, appropriate action steps determined, a timetable established, and measures implemented to resolve problem.

8. For each WRS Class or smaller management zone (where required by use pressure) use is kept at or below maximum acceptable change level.

9. Each WRS Class is visited by a Wilderness Ranger as appropriate to the Managerial Setting for the Class but not less than the following minimums:

Pristine: annually

Primitive: at least monthly, primarily during heavy use season.

Semi-Primitive (and Transition): every 2 weeks, primarily during heavy use season, and in transition areas: weekly, primarily during heavy use season.

10. Wilderness appears essentially free of trash and non-conforming user built facilities. Trash is removed as found. User built facilities are dismantled according to planned timetable.

11. Wilderness boundary is posted, with appropriate boundary and regulatory signs, in all areas where there is a possibility of trespass due to adjacent activities. Additional areas are posted as new activities begin to encroach on boundary.

12. Trails are signed in accordance with the Forest Plan and Regional direction. Of the planned signs, at least 85 percent are in place and meet standards.

Exhibit 3 (continued)

13. Trails are constructed and maintained to meet management objectives, including: WRS Class and difficulty level.

Maintenance is accomplished to appropriate and planned standard, and frequency on 90 percent or more of the trails.

14. Closures and restrictions are properly posted (with signs appropriate to the WRS Class) and enforced as per plan. Closures and signing are kept current at least 95 percent of the time and are promptly removed when no longer needed.

15. Search and rescue plans are reviewed and updated annually. Search and rescue work is done in accordance to the plan.

16. Outfitter-guide permits are administered in accordance with FSM and Operating Plan direction. At least 80 percent of planned actions are accomplished. Major camps are visited and monitored at least annually.

17. Fire Management actions meet planned objectives at least 80 percent of the time. Minimum damage results from suppression activities. Effects of suppression activities are not obvious to average user after 1 year (such as, fire line construction and rehabilitation techniques minimize vegetation clearing, soil erosion, and other adverse effects).

C. Training

1. All Wilderness Rangers have at least Level I law enforcement training.

2. All Wilderness Rangers receive orientation and training, at least annually, on topics including: Wilderness history and philosophy, safety, work techniques, Wilderness management objectives, and how to achieve them through public information/education, and an in-the-field orientation to the area.

3. Receptionists and information disseminating personnel receive basic Wilderness training, annually, on topics including: Wilderness history and philosophy, Wilderness management objectives and how to achieve them through public information/education, and an in-the-field orientation.

February 10, 1989

Memorandum

To: Olympic National Forest Supervisor
Olympic National Park Superintendent

From: Recreation Forester, Quilcene Ranger District
Natural Resource Specialist, Olympic National Park

Subject: Wilderness Management Planning Cooperation

Olympic National Forest and Olympic National Park have both begun the LAC process for wilderness planning. As the agencies' representatives for wilderness planning we have met to discuss the potential for cooperation. The purpose of this memo is to propose areas of coordination between Olympic National Forest and Olympic National Park in wilderness management planning.

Two of the objectives in interagency cooperation are, one, for the agencies and the public to see Olympic as one ecosystem. The second objective is to benefit the public by providing, where possible, consistent information and regulations.

We have reviewed each of the nine steps of the LAC process to determine areas in which we might cooperate. To accomplish Step 1, each agency, with the assistance of Regional and CPSU personnel, would develop separate questionnaires to solicit public needs and concerns. Both questionnaires would be distributed by late spring.

In subsequent steps, we would pursue consistent standards and regulations provided they meet the respective agencies' wilderness policies. In addition, similar terminology would be used as much as possible.

We expect to work through the LAC planning process somewhat concurrently. To facilitate cooperation we will keep each other informed of Plan developments and planning meetings. We expect that more specific points of cooperation will be discovered as we work through the process.

Following your discussion of this proposal, we would appreciate your comments on Forest Service/Park Service cooperation in wilderness planning.

Carol Booth

Carol Booth

Ruth Scott

Ruth Scott